

**SURVEY**  
of the  
**Educational**  
of the  
**YOUNG M**  
**CHRISTIAN AS**  
of New York

**1923**

**SURVEY**

**of the**

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**of the**

**UNG MEN'S**

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**ew York City**

**1923**

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REPORT OF THE SURVEY  
OF  
THE EDUCATIONAL ACTIVITIES  
OF THE  
YOUNG MEN'S CHRISTIAN ASSOCIATION  
OF THE CITY OF NEW YORK  
BY  
THE INSTITUTE OF EDUCATIONAL RESEARCH  
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## CHAPTER I

### INTRODUCTION

Education came to be recognized as one of the functions of the Young Men's Christian Association shortly after it was founded in London in 1844. The work took the form of lectures, discussion clubs, reading rooms and similar activities for the benefit of members who had been drawn to the Association primarily because of religious interest. These educational activities were meagre and limited. They were regarded as secular and therefore of doubtful value to the Association. Prior to 1890 there was little encouragement and much opposition from Association leaders to the promotion of any sort of an educational program. Since the beginning of the present century, however, the educational work has expanded rapidly both in range of courses offered and in number of men enrolled.

The accompanying tables reveal this growth. Table 1 shows at intervals of five years from 1890 to 1910 and for each year from 1910 to 1923 the number of different men and boys who were enrolled in educational courses in the United States and Canada combined; it shows also corresponding data for each of the five branches in New York City which offer educational work and are included in this survey. These five branches are Bronx Union in the Bronx, and East Side, Harlem, Twenty-third Street and West Side in Manhattan.

Table 2 gives the number of students enrolled on the first of each month during the school year 1922-1923. The cumulative enrolment of different men and boys for the year ending April 30, 1923, was 8,254, which is less than that for any year since 1916.

It will be noted that the number of students in the United States and Canada is four times the number in 1900 and that the rate of increase in the five branches in New York City was nearly twice as rapid as this.

Chart I shows for these five branches a comparison of the total membership with the total number of different students enrolled. From 1890 to 1904 the number of students remained approximately constant: in the latter part of this same interval there was a marked increase in membership. These two facts account for the drop in the ratio of students to members. From 1905 to 1921 there has been a fairly uniform growth in both number of members and students. At the same time the ratio of students to members shows a decided increase. This ratio was least in 1904, when it was 16 per cent, and most in 1915, when it was 62 per cent. For the ten-year interval from 1904 to 1913 the ratio of students to members was 39 per cent; from 1914 to 1923 it was 51 per cent.

A survey of the educational work of the Y. M. C. A. in New York City reveals a lack of definite objective and a failure to apply well-known principles of educational organization both in the city as a whole and in



# SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

the separate branches in which educational work is carried on. Specific statements of educational aims from the employed secretarial force, including many not directly connected with the educational work and from lay members of the committees on education, show a very wide divergence and reveal a lack of clear thinking. These statements include recommendations varying from those who would restrict the educational service to

**TABLE 1**  
**NUMBER OF DIFFERENT STUDENTS TAKING EDUCATIONAL WORK**

Year	United States and Canada	Five Branches in Manhattan and the Bronx					Total
		Bronx Union	East Side	Harlem	23rd Street	West Side	
1890*	25,755	...	77	300	1,088	.....	1,465
1895	25,886	...	....	322	1,245	.....	1,567
1900	25,902	...	129	193	545	365	1,232
1904-1905	33,520	3	118	335	644	1,201	2,301
1909-1910	52,277	118	198	559	1,304	2,472	4,651
1910-1911	61,904	129	328	524	1,520	2,820	5,321
1911-1912	67,417	11	618	447	1,489	2,539	5,104
1912-1913	73,388	44	627	718	1,702	2,721	5,812
1913-1914	84,577	168	480	573	1,893	2,614	5,728
1914-1915	83,771	315	646	781	2,280	4,041	8,063
1915-1916	82,358	441	739	700	1,946	4,315	8,141
1916-1917	83,121	624	374	451	2,080	6,191	9,720
1917-1918	81,899	549	828	307	1,350	5,629	8,663
1918-1919	86,734	670	912	255	1,527	6,158	9,522
1919-1920	107,015	903	1,635	355	2,161	4,207	9,261
1920-1921	129,779	944	3,220	360	2,133	4,103	10,760
1921-1922	110,639	881	1,792	250	2,054	3,442	8,419
1922-1923	.....	737	1,808	232	2,216	3,261	8,254

\* The three periods first given are calendar years; the others are for the year ending April 30th.

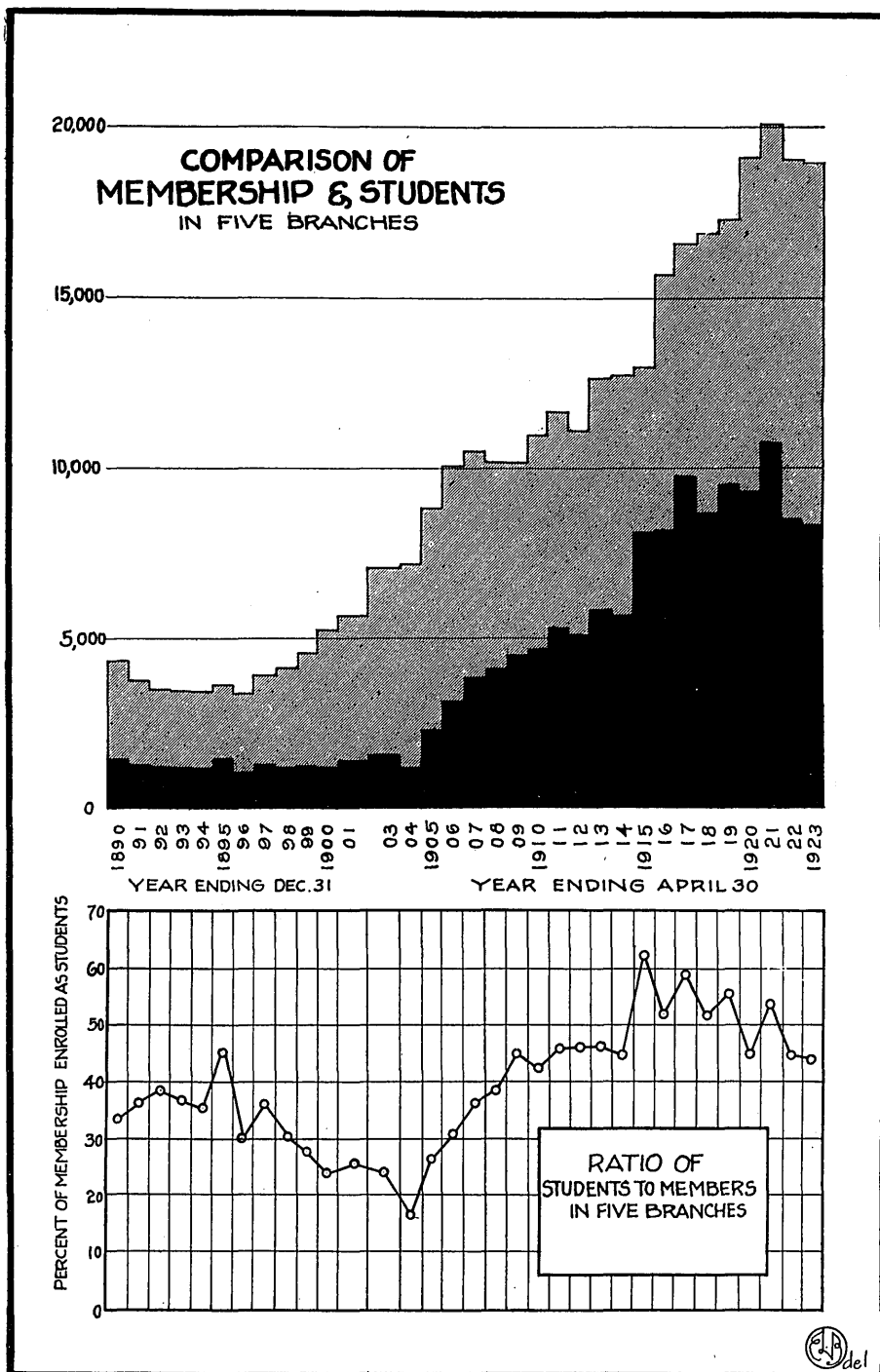
**TABLE 2**  
**NUMBER OF STUDENTS ENROLLED FOR EDUCATIONAL WORK ON**  
**FIRST OF EACH MONTH**  
**September, 1922, to May, 1923**

Date	Five Branches in Manhattan and the Bronx					Total
	Bronx Union	East Side	Harlem	23rd Street	West Side	
September 1, 1922...	0	419	0	16	282	717
October 1.....	135	463	52	330	575	1,555
November 1.....	293	550	96	1,451	794	3,184
December 1.....	277	502	87	1,486	891	3,243
January 1, 1923.....	244	500	84	1,509	783	3,120
February 1.....	288	497	84	1,063	1,074	3,006
March 1.....	265	448	105	1,259	1,134	3,211
April 1.....	237	396	87	1,300	1,035	3,055
May 1.....	196	409	94	1,321	880	2,900

# YOUNG MEN'S CHRISTIAN ASSOCIATION OF THE CITY OF NEW YORK

## CHART I

TOTAL NUMBER OF MEMBERS, NUMBER OF DIFFERENT STUDENTS ENROLLED  
AND RATIO OF STUDENTS TO MEMBERS



the men already members of the Association to those who would secure the largest possible registration and make the educational departments not only self-supporting, but even a source of profit to be applied to the support of other activities. Not only do the branches in which educational work is carried on differ from each other in their methods of organization and promotion, in the emphasis which they place upon their professed objectives, and in the means employed to secure these objectives, but within the separate branches themselves there is lack of agreement and uniformity of practice on the part of those who are engaged in the work of administration or instruction. Education seems to have developed in the Association on an opportunist basis. Having had its origin in a desire to serve men in need, it has been continued without the expert leadership necessary to secure unity of effort and to avoid waste. It has reached a point where such leadership is imperative.

This work began in an effort to meet certain needs of men already members and, as such, was thoroughly consistent with the aims of the Association. It has developed to the point where the majority of the men in educational classes desire and receive few or none of the other services of the Association of which they are members only because of the requirement of membership imposed. Not only is the Y. M. C. A. in most of its courses in direct competition with other educational institutions, either public or private, but to a degree the different branches are in competition with each other. The scope of the work has developed until it covers the range from the upper elementary school through the professional school. In New York City the work of the educational departments in several branches already seriously encroaches upon the facilities originally intended for other forms of service, to the detriment of activities formerly, at least, regarded as important. The Association is thus faced with the imperative need of a consideration of the relative importance of its several aims and of so adjusting its material equipment and its organization as to secure the objectives which it sets up.

It is, first of all, necessary to consider whether the Association has sufficient justification for engaging in education at all, and, if so, to what extent and under what conditions. There are some whose opinions in the field of education are worthy of weight who hold that it is contrary to good public policy for the Y. M. C. A. to engage in any of the forms of education provided by the state. These hold that the same reasons that justify education at public expense during the period of compulsory education apply equally well to the continuation school and schools for adult education. The state is increasingly coming to recognize the obligation for such education. Sound educational theory, in their judgment, is opposed to the entrance of private institutions into a field which is primarily within the function of the state. This opposition, in the minds of some, has particular weight in connection with the Y. M. C. A., because of the socially divisive competition which is likely to result from the

duplication of the Association's educational program, already under way, by other similar institutions, who have an equal right with the Y. M. C. A. to enter the field.

While recognizing the theoretical validity of this position and seeing the possible dangers involved in departing from it, the survey staff recommends the continuance of educational activities by the Y. M. C. A. This recommendation is based upon the fact that the state does not now provide, and is not likely soon to provide, adequate facilities to meet educational needs. It is of course understood that this failure on the part of the state does not constitute an obligation of the Association. It presents an opportunity.

There are several possible grounds upon which the Y. M. C. A. may claim justification for a program of education:

1. It may, by special emphasis upon certain aims, secure desirable results to a degree not attained by other educational agencies.
2. It may, through contacts naturally made in other Association activities, furnish incentives for needed education to men who would not otherwise be reached through the existing agencies.
3. It may offer courses in fields in which opportunities for training are not provided by any public agency.
4. It may duplicate the work of other agencies in fields in which the needs are not adequately met.
5. It may utilize space in its buildings, not otherwise needed or not used at all times, in such a way as to effect economy in the capital expenditure for education in the city.

These claims are by no means equal in importance nor can they be accepted without qualification. They will, however, prove serviceable in an attempt to determine the kind and quality of education which the Y. M. C. A. is justified in undertaking to give. These five claims will be considered in order.

1. One of the aims which is stressed most by the Association in its educational program is character building. One might judge, from a reading of the literature put forth, that justification of the educational program was thought to rest mainly upon the attainment of this aim. If this could be shown to be a distinctive outcome it would go far toward furnishing such a justification. It should be observed, however, that this objective is also set up in public education and that the effort is there being made to devise and put into operation methods to secure it. It is altogether in harmony with the spirit and purpose of the Association to emphasize character building, but no clear analysis of this aim, nor any statement of the method to be employed by officers and teachers in securing it have been found. This topic will be discussed at considerable length in a later chapter.

2. The possibility of furnishing incentive and direction to men who could not so easily be reached by other agencies is one of the strongest justifications for the educational program of the Association. Many of the members have not had a chance or need a second chance. It is in accord with the expressed purpose of the Association to furnish the incentive and guidance which these men need. In its inception this was the aim of the educational service. The original policy seems to have shifted to that of securing, through wide publicity and promotion, as large a number of registrants as possible, without sufficient provision for meeting their individual needs. There is, of course, a real desire to serve each man, but the numbers have so far outrun the ability of the Association to meet its obligation in this regard that there remains, on the whole, only the aspiration, not the achievement. In this connection, the survey staff regards the bureau of guidance, placement and follow-up recommended in a later chapter as of supreme importance. Any tendency to exploit the educational work for the purpose of increasing the membership or income of the Association is to be deplored, particularly as many of the men have no interest in and little opportunity to profit by the privileges, aside from education, which membership affords.

3. In contrast with the more formal organization of the curriculum in public educational institutions, the Y. M. C. A. is able to make more immediate response to new educational needs. Its direct contact with men engaged in a wide range of activities enables the Y. M. C. A. more promptly to sense needs in new and untried fields. Its freedom from the restraining traditions of longer established schools makes the Association more readily responsive to such needs. The readiness of the Y. M. C. A. to undertake, however crudely, educational work which is distinctly of the pioneering type is a valuable asset to the city. There is, of course, the obligation of securing the best possible teaching and material of instruction and of applying expert supervision in order to improve, as rapidly as possible, the effectiveness of the work. Such opportunities for pioneering, in all probability, will be constantly arising and will continue to furnish a legitimate field for educational endeavor. It does not follow, however, that the work thus begun should continue permanently. The work should be undertaken for the purpose of revealing a need, of showing that it is feasible to give a type of education that meets that need and of educating the public to the point where the work will be taken over and carried on by public agencies.

4. With the rapid increase in population and the broadening scope of educational demands, neither the public schools, nor all the available agencies combined, are equal to the needs of New York City. An educational directory gives the names of several hundred private schools engaged in the widest range of work. Many of these, of course, are of an inferior sort, the continuation of which is to be deplored; an enlargement of their number is to be discouraged. It may be said,

however, with confidence, that adequate provision is not made for proper education in this city, nor is such provision likely to be made in the immediate future. The Y. M. C. A. thus finds justification for duplication of the work of other agencies in which the needs are not fully met, but only provided that its educational work is conducted on the highest level of efficiency. The prestige of the Association and its emphasis upon social service as one of its cardinal aims would justify its work on no other basis. Careful consideration should be given to the relative needs for different types of education, in order to avoid waste through competition in fields in which adequate provision is otherwise made.

The Y. M. C. A. would seem to be peculiarly adapted to the work of Americanization among men of foreign birth. There is abundant need of this in all cities and especially in New York. At the branches at which educational work is carried on, there is, compared with the need, only a negligible amount of instruction in English for foreign-born men.

5. A more efficient use of available space by itself does not justify the Association in including education among its activities. Housing is only one element of cost. There is space at some of the branches which is now being used for educational work which would otherwise be used only a part of the time or not at all. Much of this, however, does not meet reasonable educational and hygienic standards. In other cases the educational work occupies space formerly devoted to other essential activities. This can be justified only if the total service thus rendered is more valuable. In its future building program the Association should consider carefully the immediate and probable future needs of its various activities, with particular attention to the relative importance of these activities. With reference to the possible consideration of the policy of erecting buildings for educational purposes only, the aim should be rather to improve the educational service already offered than to enlarge the work to such an extent that new buildings, devoted solely to educational work, would become necessary. Proximity to other activities of the Association would seem to be essential to the attainment of the aims which it regards as important. It is not intended, however, to discourage the substitution of new and more serviceable buildings for those which have become unsatisfactory and inadequate.

It is the function of an institutional survey to observe, record and interpret facts impartially and to make recommendations based upon the findings. School surveys commonly find more to criticise than to approve. This is true in a marked degree of this survey. If, however, the total effect is to cause discouragement to the Young Men's Christian Association in New York City or to give comfort to those who for any cause find satisfaction in hostile criticism of the Association, the sincere purpose of those who have made the survey has been defeated. Each criticism has been accompanied with a recommendation intended to point the way to improvement. Some of these recommendations, if carried

out, involve a sharp break with present practice; others require only an extension of policies already in operation. It is felt that none of these recommendations is so ideal in its conception or so difficult in its application as to place it beyond the reach of practical use.

It should be said that the officers of the Y. M. C. A. with whom the survey staff has come in contact have shown no disposition to conceal any pertinent facts or to shrink from criticism. On the contrary, they have spared no effort to assist in the investigation, and individual officers have been consulted and have given general assent to many of the more important recommendations contained in this report. The severest critics of the Association have been found within its own ranks. In addition to the full cooperation of the officers of the Y. M. C. A. in New York City, there should be added a record of appreciation of the helpful service of the officers of the United Y. M. C. A. Schools, who have given much time and have made available material of great value in the course of the investigation.

As one reads this report he should have in mind, as the writers have had in the conduct of the survey, that the educational work of the Y. M. C. A. is almost exclusively in the field of adult and continuation education. In this important respect this survey is unlike other educational surveys which have dealt with schools whose organization and methods have been standardized by long years of experience. So far as the procedure in these two types of schools is dissimilar, there have been no precedents to follow. Much credit is due to the Y. M. C. A. for the initiative displayed in thus launching forth on uncharted seas. Many of the defects noted are the inevitable results of such an adventure. But the public schools and other agencies are now seriously undertaking the task of adult and continuation education. Experience is showing the way to more effective methods in this field. The Y. M. C. A. has here an unusual opportunity for service in the trying out, testing and refining of methods of meeting the educational needs of adult men.

The reader should also be reminded that this investigation has been confined to the educational work of five branches of the Y. M. C. A. in New York City. Members of the survey staff have studied the organization and methods of the educational work of the Association in other cities and have found in practice employed elsewhere sanction for some of the recommendations made in this report. The manner in which Y. M. C. A. education has developed in New York City and the peculiar conditions imposed by the very size of the city constitute a unique problem of organization and control.

## CHAPTER II

### ORGANIZATION AND ADMINISTRATION

The Young Men's Christian Association of the City of New York was established in 1852 and incorporated by the New York State Legislature in 1866. Its object was stated in Section 2 of the act of incorporation to be "the improvement of the spiritual, mental and social condition of young men of the City of New York, by the support and maintenance of lectures, sermons, libraries, reading rooms, social meetings and such other means and services as may conduce to the accomplishment of this object."

#### *Board of Directors*

The same act provides that "the corporation shall be managed by a board of twenty directors." This board of directors has the responsibility for determining all plans and policies of service, for the management and administration of all branches of the Y. M. C. A. work in New York City, as well as being the final authority in all matters of appeal. The Board of Directors has delegated from time to time some of its duties to various individuals, standing committees or other supplementary boards. All such delegations have been made in a way to keep the Y. M. C. A. in New York City a strongly centralized organization.

#### *New York City Organization*

The general scheme of organization for the New York City Y. M. C. A. can be best understood by reference to the arrangement as given in Chart II. The Board of Trustees of nine members has the management of the real property of the Association and certain bequests made to it. They cannot buy, sell, mortgage or alter any such property, except as approved by the Board of Directors. The Advisory Directors are certain elective, active members who act in an advisory capacity to the Board of Directors, especially upon matters involving distinct changes of policy. Most of the work of the Board of Directors is done through standing committees. According to the new by-laws adopted by the Directors, April 16, 1923, there are eleven standing committees, each directly related to and responsible for a particular function or group of functions of the Y. M. C. A. work of the city.

The chief executive officer of the Association is the General Secretary. His duties are specified in the new by-laws under Article III, Section 6, as follows:

The General Secretary shall be appointed by the Board of Directors, and shall have charge and control of the general work of the Association subject to the direction of the Board. He shall attend the meetings of the Committees of the Board and of the Association, and the meetings of the Committees of Management of the Branches. He shall be the executive officer of the Association in respect to all



matters which have been determined by the Board or the Executive Committee and have not been referred to Standing or Special Committees or other officers of the Association. Subject to the direction of the proper Committees, he shall fix the hours of attendance of the other employees of the Board and of the Association. He shall be *ex officio* a member of all Standing Committees of the Association, of the Committees of Management and all other Committees of the Branches. He shall have the custody of the seal of the Association, but shall not use the same except under resolution of the Board.

At the present time the heads of city departments are the Comptroller, the City Secretary for Boys and the Secretary of the Bureau of Information. The by-laws under Article III, Section 7, state that

The Comptroller shall be appointed by the Finance Committee, subject to approval of the Board, in conformity with Section 4 of Article II. He shall keep the accounts under the direction of the Treasurer, and as the agent of the Board and of the Finance Committee he shall have charge of the business and financial affairs of the Association, and have charge of major repairs to the property of the Association. Under the direction of the Finance Committee, he shall supervise and assist in the collection of money for the support of the Association and the Branches, and shall see that no individual is solicited more than once a year for the Association without the authority of the Finance Committee. He shall have supervision of the General Office employees, and shall give satisfactory bond in an amount approved by the Finance Committee.

At the present time the Comptroller has some duties which are more directly connected with the Finance Committee of the Board of Directors and with the Board of Trustees than would be indicated in Chart II. However, since the General Secretary is *ex officio* a member of all committees, it seemed more desirable to indicate it as shown.

The relation of the general city organization to the various Y. M. C. A. branches is clearly enough shown in Chart II to need no further comment except as it occurs incidentally in subsequent discussions concerning the control of education. At the present time there is no city secretary in charge of education. As a result education is managed largely by the educational committee and the committee of management of each branch offering educational work. It is supervised and modified by the General Secretary, the Committee on Education of the Board of Directors or by the action of the Board of Directors. This has resulted in as many different systems of managing education in the Y. M. C. A. as there are branches offering educational work.

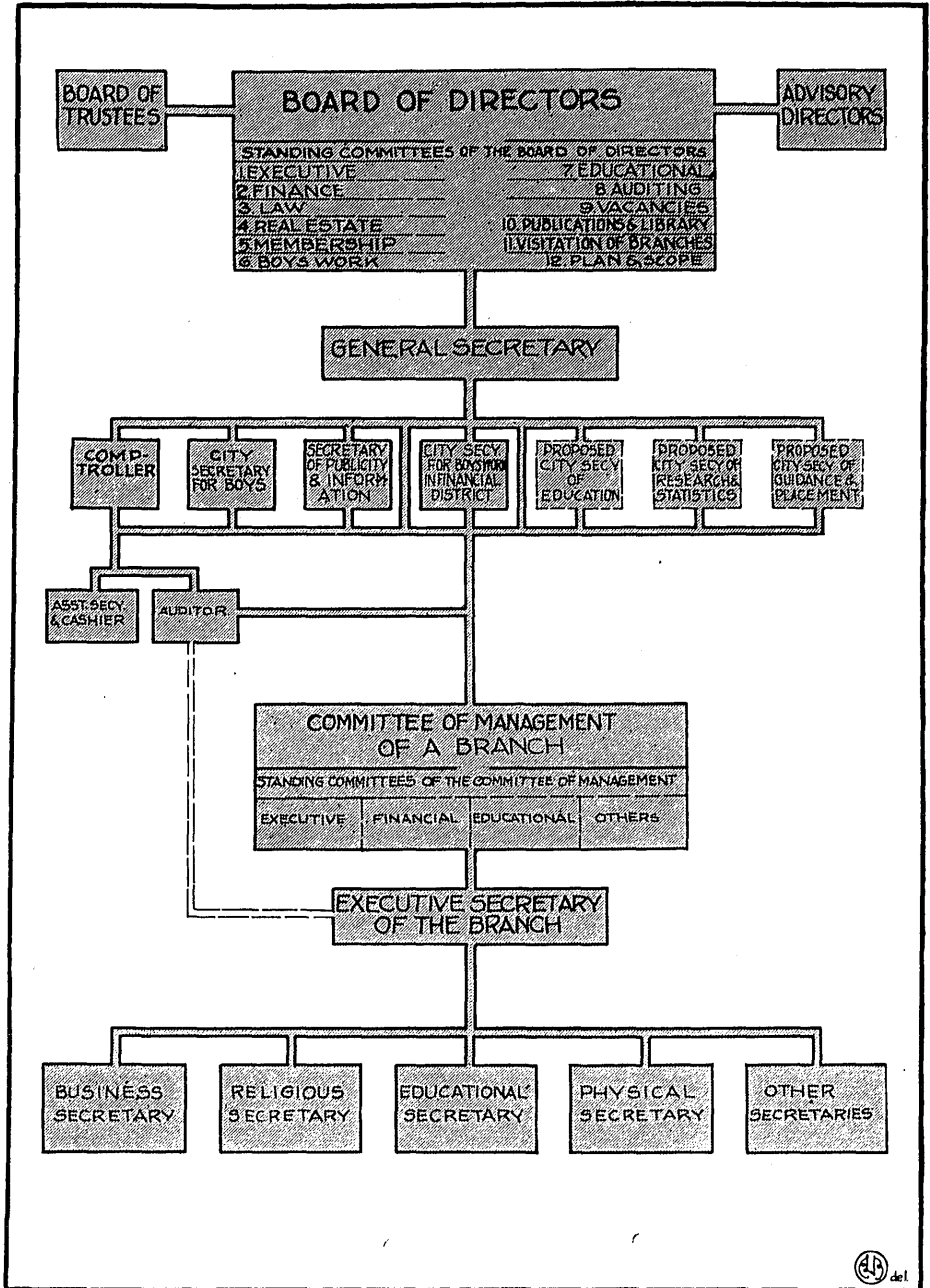
#### *Organization of Educational Work in the Branches*

Each branch has organized its educational work according to a different plan. These organizations differ according to the number of members on the educational staff and according to the differing person-

# YOUNG MEN'S CHRISTIAN ASSOCIATION OF THE CITY OF NEW YORK

## CHART II

### ORGANIZATION OF THE YOUNG MEN'S CHRISTIAN ASSOCIATION OF THE CITY OF NEW YORK



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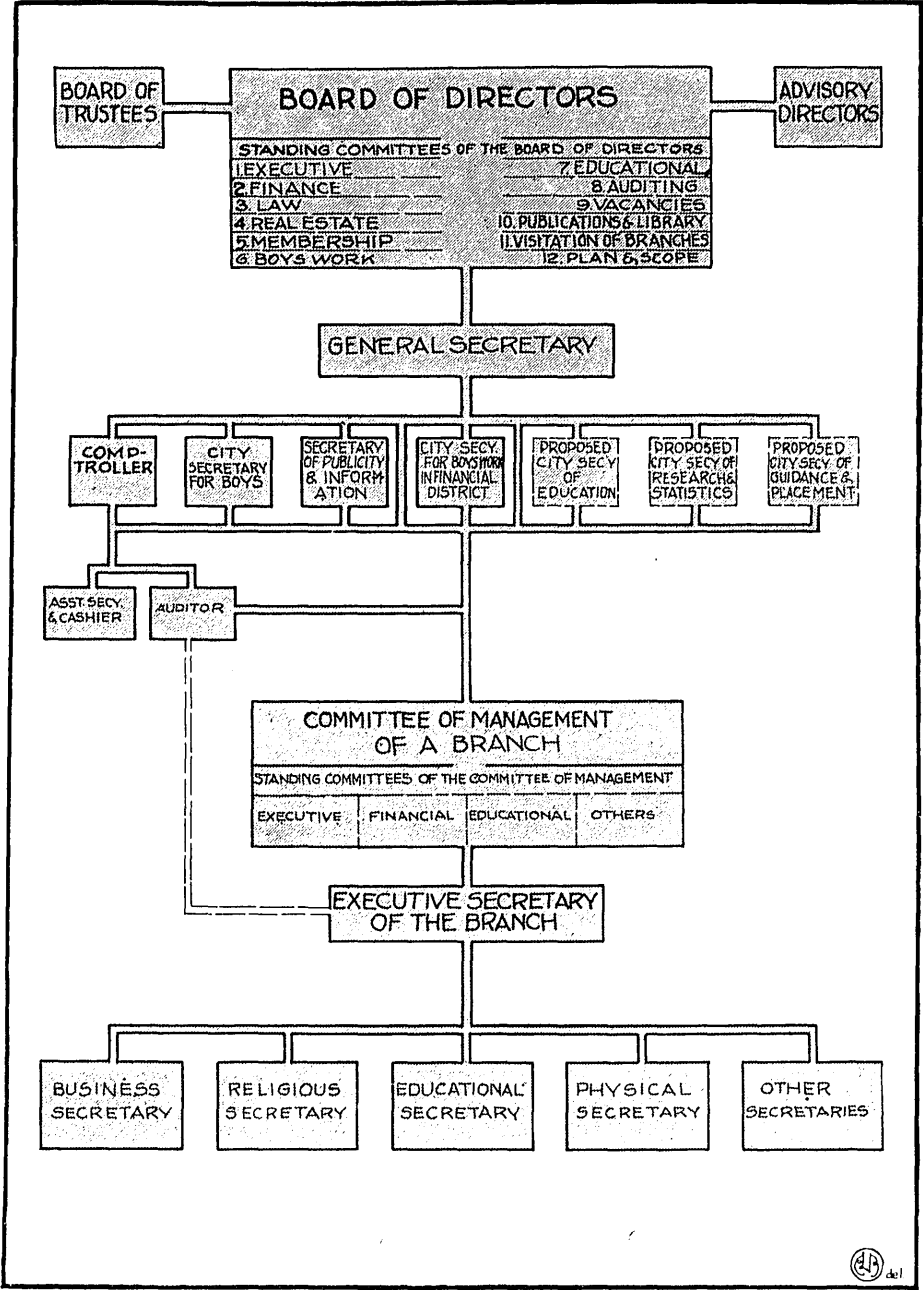
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YOUNG MEN'S CHRISTIAN ASSOCIATION OF THE CITY OF NEW YORK

CHART II

ORGANIZATION OF THE YOUNG MEN'S CHRISTIAN ASSOCIATION  
OF THE CITY OF NEW YORK



alities and ideals of the educational secretaries. In each of the branches, however, the educational department bears essentially the same relation to the other departments and to the standing committees. For this reason Chart III, giving the educational organization at the West Side, even though it is more complicated than in the other branches, shows equally well for all branches the place of education in the organization.

Education is considered as one of the departmental units in the organization of a Y. M. C. A. branch. The educational secretaries are considered coordinate in responsibility and authority with the other employed secretaries, as, for example, the physical director or the secretary of the boys' department. The relative importance of the educational departments in terms of number of members served and the number of men employed varies from the West Side, where it is distinctly the largest activity of the Branch, to the Harlem Branch, where it is one of the minor activities.

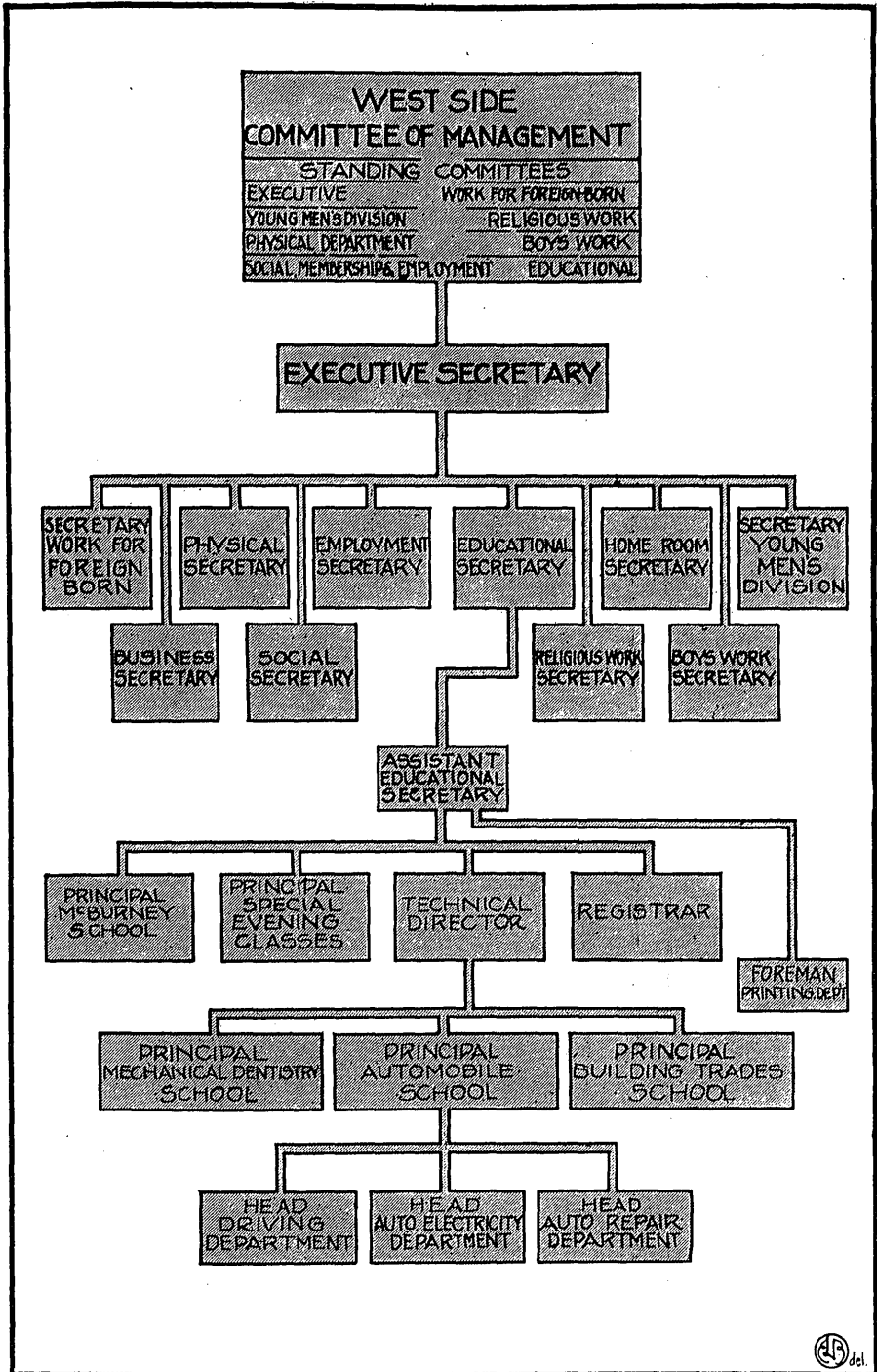
The relation of the educational department of any branch to the other departments of that branch and to the city organization will be more clearly understood by listing the people who may have to pass upon the introduction of a new educational course. Such a new course would be decided upon by the branch educational secretary; who, in conference with those members of his staff directly interested in or affected by the course, would determine such details as content, place, necessary equipment, fees, instructor, and probable demand. The course must then be passed upon by the branch educational committee. The executive secretary is *ex officio* a member of this committee. When expenditures for new or additional equipment are involved by the new course it must be passed upon by the finance committee of the branch committee of management. The committee of management of the branch must then either act upon it or, as frequently happens, accept the action of its committees as final. It then goes through the General Secretary and from him to the Committee on Education of the Board of Directors. Only in special cases would it be referred from them to the entire Board of Directors. The organization above described provides for the outlining of the course by educational experts; but after the course is outlined and submitted by the educational secretary, its fate is in the hands of the executive secretaries and members of the various committees or boards, who in no cases are experts in the field of education. The educational secretary in presenting his requests for the new course can represent the educational issues involved, but the responsibility for approving, modifying, or rejecting such a course rests upon individuals who should not be called upon to decide such professional matters except when the new course raises a question of policy or involves a change of procedure.

#### *Lay Control of Education*

In the field of public education the principle of a professionally trained chief executive and a board of laymen representing the patrons

CHART III

ORGANIZATION OF THE WEST SIDE BRANCH OF THE  
Y. M. C. A. IN NEW YORK CITY



alities and ideals of the educational secretaries. In each of the branches, however, the educational department bears essentially the same relation to the other departments and to the standing committees. For this reason Chart III, giving the educational organization at the West Side, even though it is more complicated than in the other branches, shows equally well for all branches the place of education in the organization.

Education is considered as one of the departmental units in the organization of a Y. M. C. A. branch. The educational secretaries are considered coordinate in responsibility and authority with the other employed secretaries, as, for example, the physical director or the secretary of the boys' department. The relative importance of the educational departments in terms of number of members served and the number of men employed varies from the West Side, where it is distinctly the largest activity of the Branch, to the Harlem Branch, where it is one of the minor activities.

The relation of the educational department of any branch to the other departments of that branch and to the city organization will be more clearly understood by listing the people who may have to pass upon the introduction of a new educational course. Such a new course would be decided upon by the branch educational secretary; who, in conference with those members of his staff directly interested in or affected by the course, would determine such details as content, place, necessary equipment, fees, instructor, and probable demand. The course must then be passed upon by the branch educational committee. The executive secretary is *ex officio* a member of this committee. When expenditures for new or additional equipment are involved by the new course it must be passed upon by the finance committee of the branch committee of management. The committee of management of the branch must then either act upon it or, as frequently happens, accept the action of its committees as final. It then goes through the General Secretary and from him to the Committee on Education of the Board of Directors. Only in special cases would it be referred from them to the entire Board of Directors. The organization above described provides for the outlining of the course by educational experts; but after the course is outlined and submitted by the educational secretary, its fate is in the hands of the executive secretaries and members of the various committees or boards, who in no cases are experts in the field of education. The educational secretary in presenting his requests for the new course can represent the educational issues involved, but the responsibility for approving, modifying, or rejecting such a course rests upon individuals who should not be called upon to decide such professional matters except when the new course raises a question of policy or involves a change of procedure.

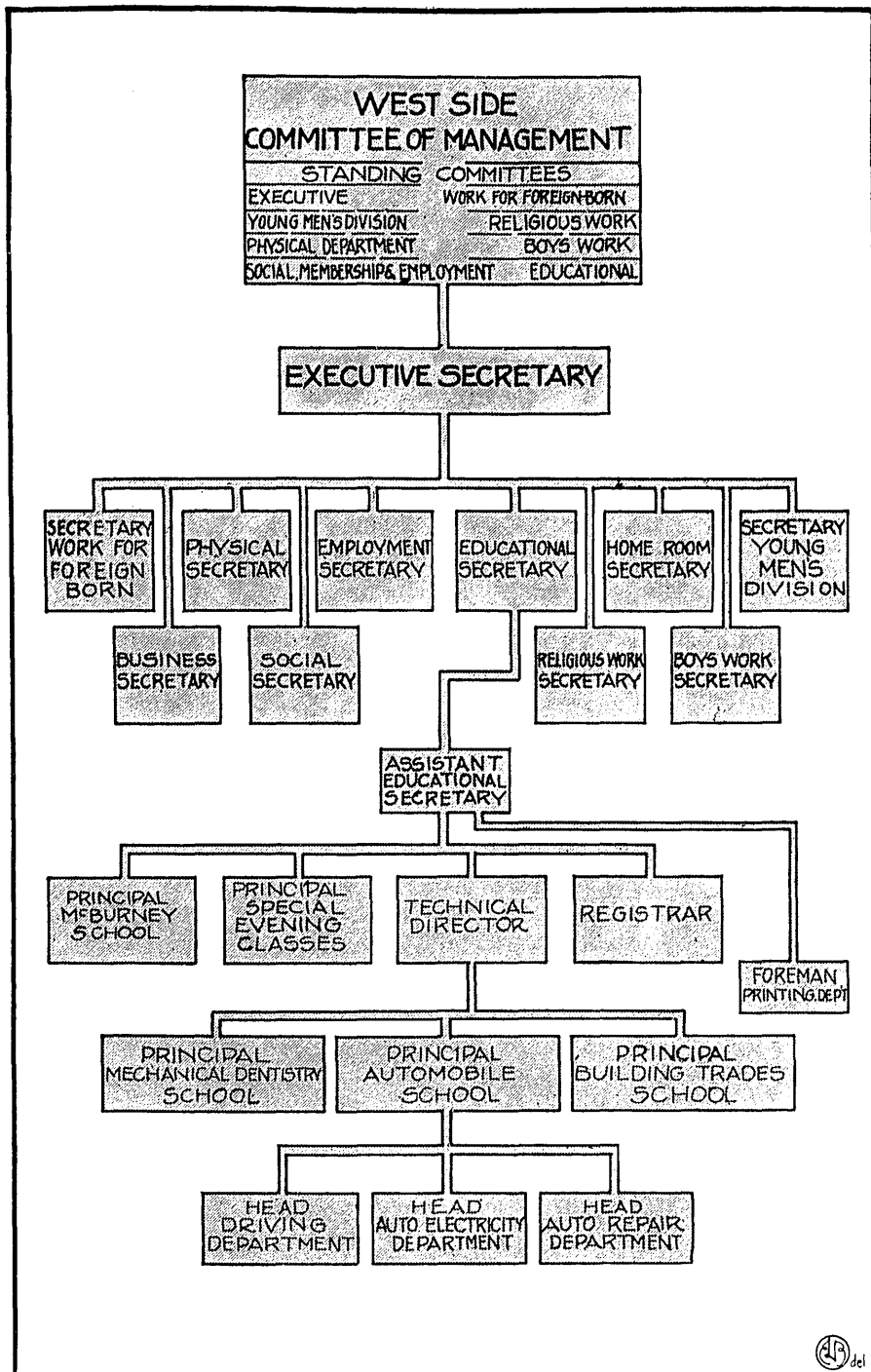
#### *Lay Control of Education*

In the field of public education the principle of a professionally trained chief executive and a board of laymen representing the patrons

# YOUNG MEN'S CHRISTIAN ASSOCIATION OF THE CITY OF NEW YORK

## CHART III

### ORGANIZATION OF THE WEST SIDE BRANCH OF THE Y. M. C. A. IN NEW YORK CITY





## SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

of the schools is generally accepted. The situation is distinctly different in the educational system of the Y. M. C. A., since the educational expert himself does not present his program before the committee of management or the Board of Directors—the bodies having final jurisdiction for the branch and for the city Y. M. C. A. It is different in another respect also, since the Y. M. C. A. Board of Directors or a branch committee of management only indirectly represent the patrons of the educational classes.

From the standpoint of the educational work alone, it would be better if educational plans and policies did not have to be passed upon by so many individuals or groups of individuals who are educational laymen and in many cases do not see the professional implications in some of the proposed elements upon which they are asked to vote. After the presentation of the proposed course, the educational budget, a budget change or other educational recommendations to the committee on education of the branch by the educational secretary, all subsequent presentations of the matter before branch committees are by laymen giving hearsay evidence and arguments. The educational secretary may be called before any of these groups in order to answer questions, but this is not a customary procedure in most of the branches.

Even though education, considered alone, would indicate the placing of too much responsibility upon laymen, other elements in the Y. M. C. A. organization and plan of service tend to explain and to some extent justify such procedure. The Y. M. C. A. is fundamentally an organization of Christian laymen intent upon rendering a worth-while service to the young men of the city. In the light of this there are several reasons for the large amount of control and participation in administration by the unpaid citizens who serve as directors, trustees or members of committees of management. Perhaps the most important of these reasons is to make sure that the Y. M. C. A. remains an organization of Christian laymen and does not become a commercial concern. A second reason is undoubtedly the opportunity offered to secure the services of extremely capable men who, because of their interest in the work and the ideals for which the Y. M. C. A. stands, will give time and service which could not be purchased at any price. A third justification is that the interest of these leaders is kept alive and informed because of their regular and frequent participation in the management of the Y. M. C. A. work. A fourth reason is that the confidence of the public in the Y. M. C. A. and its work in a large measure depends upon the knowledge that these representative citizens are in active and actual control of the Y. M. C. A. activities.

While these and other reasons which might be given would tend to justify the control of education by laymen untrained in the field of education, it places a very great responsibility upon these men. They should realize the need for professional advice on all educational matters

directly affected by their decisions and secure such advice and information before action is taken.

### *City Secretary of Education*

The most logical method of remedying this situation, which at the same time would make it possible to retain the services rendered by the lay members of the committees, would be to provide a Secretary of Education in the city organization. This secretary would have general direction and supervision of the educational work offered in all the branches. This would provide for the review of all plans, proposals and educational budgets by a professionally trained educator after they have been passed by the committees of management of the branches and before they are presented to the General Secretary and Board of Directors for final approval. This plan would provide an intermediate check on educational policies between the time of the proposal by the educational secretaries of the branches and the final disposition of these proposals by the Board of Directors. Under the present system no such check exists. The Educational Secretary for the city should be a well-trained man, primarily in the field of education and educational administration, who is intelligently informed on the plans and ideals of the Y. M. C. A. and in sympathy with its program. The appointment of such a secretary is recommended.

### *Educational Secretaries of the Branches*

It is further recommended that an educational secretary be in charge of the educational work of each branch. This man should be primarily an educator, trained in the theory and technique of administration and supervision and with additional training of an intensive character in one or more of the special fields that are concentrated in that branch. The principal duty of the educational secretary of any branch should be to see that instruction is always at its highest possible point of efficiency and that the students are receiving the work that is best fitted to their needs. He will, of course, be responsible for such duties as keeping the necessary records, preparing necessary reports and determining, in conference with his staff, the educational budget for the year. In other words, he is the chief educational administrative officer for his branch and the direct administrative representative of the City Secretary of Education.

### *Department of Statistics and Research*

It is further recommended that a City Department of Statistics and Research be established with a secretary in charge. This would make it possible for the Secretary of Education to have available the services of a trained statistician and research man who could cooperate with him at all times in measuring the efficiency of the work offered and in discovering the need for revisions and for additional lines of activity. The statistician's work should in no sense be confused with that of the clerical force of the City Office. He should be a trained, expert diagnostician, rather than a

high-grade clerical employee. When he is not engaged in studying wide problems, his time should be made available to the various branches.

*Department of Counseling*

It is further recommended that the administration of the extended and reorganized Y. M. C. A. counseling service be centralized for the entire Association and that the secretary in charge of this work have a place coordinate with the other secretaries, directly under the General Secretary. A later chapter presents a detailed proposal for the organization and conduct of a branch department of guidance, placement, and follow-up. Chart II provides places for the Secretary of Education, the Secretary of Statistics and Research and the Secretary of Counseling.

*Other Recommendations*

In addition to the above recommendations, it is proposed that educational recommendations and programs should be still further safeguarded in their educational elements. It is recommended that, where the proposals of branch educational secretaries are rejected, distinctly modified proposals, markedly reduced in budget provisions, the recommended changes should be referred back to the educational secretary in order that he may have at least a week's time in which to study the recommendations of the committee, revise his program or bring further evidence to bear in support of his proposals.

## CHAPTER III

### PHYSICAL PLANTS

#### *Difficulty of Evaluation*

The task of properly evaluating the educational plants of the Y. M. C. A. branches in New York City is particularly difficult, since these plants vary from ordinary school plants in a number of important respects. Some of these differences are:

1. The total plant is only partially used for educational purposes.
2. The type of educational work offered is often very different from regular types, both in the nature of the work offered and in the nature of the students taking that work.
3. Rooms used for educational purposes must often serve several purposes. These purposes may be for other educational classes or for other activities of the Y. M. C. A.
4. Educational activities of the Y. M. C. A. have generally been introduced after the buildings were erected. This has made it necessary to adapt rooms intended for other purposes to school uses and has resulted in many makeshift situations.

#### *Scorecard for City School Buildings*

The best means available for evaluating school plants is the Strayer-Engelhardt Scorecard for City School Buildings, which has been developed in connection with the standards of modern school buildings and has been standardized through use on hundreds of buildings in many cities of the United States. This scorecard distributes one thousand points as a maximum possible score to five main items as follows:

I. Site .....	125
II. Building .....	165
III. Service Systems .....	280
IV. Classrooms .....	290
V. Special Rooms .....	140

A copy of the scorecard filled out by one judge for the Bronx Union Branch (Chart IV) shows the number and value of the topics into which the five major items are divided. Each of the buildings in which educational work is offered was visited by three judges trained in the use of this scorecard. The entire building was inspected, the necessary measurements made and the score of the building put down by each judge without consultation with the other judges. The median score of the three judges was taken as the final score on each of the items. The final score for each building was derived by adding these medians. This assures the use of the most conservative of three judgments in the evaluation of every item.

# SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

## CHART IV

### AN INDIVIDUAL SCORECARD OF THE BRONX UNION BRANCH BUILDING

#### BRONX UNION BRANCH NEW YORK CITY Y.M.C.A. STRAYER-ENGELHARDT SCORE CARD FOR CITY SCHOOL BUILDINGS

##### Score of Building

	1	2	3		1	2	3
<b>I—Site</b> .....			125	<b>95</b>	<b>F. Water Supply System</b> .....		
A. Location.....		35	45		1. Drinking.....	10	5
1. Accessibility.....	25	20			2. Washing.....	10	8
2. Environment.....	30	25			3. Bathing.....	5	5
<b>B. Drainage</b> .....		30	25		4. Hot and cold.....	5	5
1. Elevation.....	20	15			<b>G. Toilet System</b> .....	50	40
2. Nature of soil.....	10	10			1. Distribution.....	10	8
<b>C. Size and Form</b> .....	40	25	40	<b>25</b>	2. Fixtures.....	10	8
<b>II—Building</b> .....			165	<b>122</b>	3. Adequacy and arrangement.....	10	8
A. Placement.....		25	22		4. Seclusion.....	5	4
1. Orientation.....	15	12			5. Sanitation.....	15	12
2. Position on site.....	10	10			<b>H. Mechanical Service System</b> .....	10	2
<b>B. Gross Structure</b> .....		60	47		1. Elevator.....	3	0
1. Type.....	5	4			2. Book-lifts.....	2	2
2. Material.....	10	7			3. Waste-chutes.....	3	0
3. Height.....	5	5			<b>IV—Class Rooms</b> .....		290
4. Roof.....	5	4			A. Location and Connection.....	35	20
5. Foundations.....	5	4			B. Construction and Finish.....		95
6. Walls.....	5	5			1. Size.....	25	13
7. Entrances.....	10	6			2. Shape.....	15	7
8. Aesthetic balance.....	5	4			3. Floors.....	10	6
9. Condition.....	10	8			4. Walls.....	10	8
<b>C. Internal Structure</b> .....		80	53		5. Doors.....	5	3
1. Stairways.....	35	25			6. Closets.....	5	3
2. Corridors.....	20	10			7. Blackboards.....	10	4
3. Basement.....	15	8			8. Bulletinboard.....	5	0
4. Color Scheme.....	5	5			9. Color scheme.....	10	5
5. Attic.....	5	5			<b>C. Illumination</b> .....	85	29
<b>III—Service System</b> .....			280	<b>159</b>	1. Glass area.....	45	15
A. Heating and Ventilation.....		70	26		2. Windows.....	30	10
1. Kind.....	10	6			3. Shades.....	10	4
2. Installation.....	10	5			<b>D. Cloakrooms and Wardrobes</b> .....	25	10
3. Air supply.....	15	5			<b>E. Equipment</b> .....	50	14
4. Fans and motors.....	10	2			1. Seats and desks.....	35	10
5. Distribution.....	10	5			2. Teacher's desk.....	10	2
6. Temperature control.....	10	2			3. Other equipment.....	5	2
7. Special provisions.....	5	1			<b>V—Special Rooms</b> .....		140
<b>B. Fire Protection System</b> .....		65	42		A. Large Rooms for General Use.....		65
1. Apparatus.....	10	7			1. Playroom.....	10	8
2. Fireproofness.....	15	10			2. Auditorium.....	15	2
3. Escapes.....	20	12			3. Study hall.....	5	2
4. Electric wiring.....	5	5			4. Library.....	10	4
5. Fire doors and partitions.....	10	5			5. Gymnasium.....	10	10
6. Exit lights and signs.....	5	3			6. Swimming pool.....	5	5
<b>C. Cleaning System</b> .....		20	9		7. Lunch room.....	10	8
1. Kind.....	5	2			<b>B. Rooms for School Officials</b> .....		35
2. Installation.....	5	2			1. Officers.....	10	8
3. Efficiency.....	10	5			2. Teachers' room.....	10	(2)
<b>D. Artificial Lighting System</b> .....		20	9		3. Nurse's room.....	10	(4)
1. Gas and electricity.....	5	5			4. Janitor's room.....	5	1
2. Outlets and adjustment.....	5	2			<b>C. Other Special Service Rooms</b> .....		40
3. Illumination.....	5	1			1. Laboratories.....	20	15
4. Method and fixtures.....	5	1			2. Lecture rooms.....	10	2
<b>E. Electric Service System</b> .....		15	8		3. Store rooms.....	5	3
1. Clock.....	5	3			4. Studios.....	5	5
2. Bell.....	5	2			<b>Totals</b> .....	1000	1000
3. Telephone.....	5	3				1000	577

Instructions for Using Card—(1) Basis for Scoring, 1000 points. (2) For scoring three columns are allowed. While actually at work on a building only the first need be filled out, the second and third to be filled out as leisure. (3) Where credit is allowed for any single item not present and not needed in a building draw a circle around such credit. All scores should be recorded on the basis of the standards outlined in the bulletin: *The Strayer-Engelhardt Score Card for City School Buildings*, Bureau of Publication, Teachers College, Columbia University, N. Y.

# YOUNG MEN'S CHRISTIAN ASSOCIATION OF THE CITY OF NEW YORK

## *Application of Scorecard to Y. M. C. A. Plants*

The application of the Strayer-Engelhardt scorecard to the educational plants of the Y. M. C. A. gives a measure of the total plant. A large percentage of the total plant affects either directly or indirectly the educational facilities. The dormitories and a few of the club rooms are exceptions to this statement and were not considered in the score. These scores are serviceable not only as indices of the general efficiency of each of the buildings, but also, by giving special attention to the scores on classrooms, a very accurate comparison can be made of the educational facilities provided by the several branches.

TABLE 3

SCORES OF THE NEW YORK CITY Y.M.C.A. EDUCATIONAL PLANTS  
1923

Based on the scores allotted on the Strayer-Engelhardt Scorecard  
for City School Buildings

Items Scored	Total Possible Score	Score Allotted to Items Named:				
		Bronx Union	West Side	23rd Street	East Side	Harlem
<i>I. Site</i> .....	125	101	85	76	76	68
A. Location .....	55	45	40	40	40	35
B. Drainage .....	30	26	25	26	26	23
C. Size and Form .....	40	30	20	10	10	10
<i>II. Building</i> .....	165	131	90	82	78	57
A. Placement .....	25	20	15	18	15	18
B. Gross Structure .....	60	52	35	34	27	23
C. Internal Structure .....	80	59	40	30	36	16
<i>III. Service System</i> .....	280	157	137	129	91	67
A. Heating and Ventilation .....	70	26	24	29	19	11
B. Fire Protection System .....	65	42	39	28	16	12
C. Cleaning System .....	20	11	9	10	8	5
D. Artificial Lighting System .....	20	10	10	12	10	9
E. Electric Service System .....	15	6	7	6	5	2
F. Water Supply System .....	30	23	17	16	13	9
G. Toilet System .....	50	37	27	23	18	17
H. Mechanical Service System .....	10	2	4	5	2	2
<i>IV. Classrooms</i> .....	290	131	103	103	81	96
A. Location .....	35	20	10	10	10	15
B. Construction and Finish .....	95	46	35	37	31	37
C. Illumination .....	85	39	25	33	22	24
D. Cloakrooms and Wardrobes .....	25	10	10	8	5	5
E. Equipment .....	50	16	23	15	13	15
<i>V. Special Rooms</i> .....	140	71	85	61	48	38
A. Large Rooms for General Use .....	65	40	45	30	22	19
B. Rooms for School Officials .....	35	11	20	14	9	4
C. Other Special Rooms .....	40	20	20	17	17	15
<b>Total Score</b> .....	<b>1000</b>	<b>591</b>	<b>500</b>	<b>451</b>	<b>374</b>	<b>326</b>

## SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

### *Total Scores*

In Table 3 is given the total possible score and the allotted score for each of the Y. M. C. A. educational plants in New York City. Scores are also given on the five major items and the principal sub-divisions of these items.

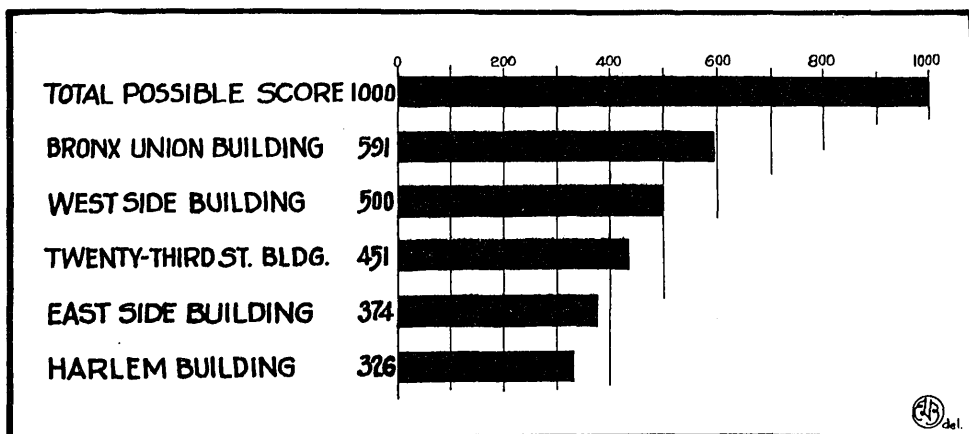
### *Total Scores*

Chart V shows the relation of the total scores allotted to the total possible score. Judged as educational plants, only two of the five branches score 500 or above out of a possible 1,000 points. It is usually considered that a building scoring between 800 and 1,000 points is an adequate, modern building; a building between 600 and 800 points is a good building, which increased facilities or improvements on a few of the items in which its score is low will bring to an acceptable standard; buildings scoring between 400 and 600 need material alterations and reconstruction in order to make them desirable as school plants. Buildings scoring below 500 should always be subjected to careful analysis before any extensive alterations are undertaken, since it may be more economical to abandon them than to try to recondition them. A building of this kind, no matter what is done with it, will remain far short of desired standards. Buildings scoring less than 400 should not be continued in use for school purposes.

These standards are subject to slight modification when applied to Y. M. C. A. plants, because of the differences listed at the beginning of this chapter. There is no doubt, however, that the two plants scoring 374 and 326 are so far below desirable standards for educational work that other and more adequate facilities should be provided if the work is to be continued at these places.

CHART V

COMPARISON OF TOTAL SCORES ALLOTTED THE FIVE NEW YORK CITY  
Y. M. C. A. EDUCATIONAL PLANTS WITH THE TOTAL  
POSSIBLE SCORE—1923



*Adequacy of Plants for School Purposes*

A distribution of the scores allotted to a number of the important items are shown in Table 4. This table shows the number of plants with scores in each quarter of the total possible score. The table gives more clearly than Table 3 the extent to which the Y. M. C. A. plants fall short of accepted standards in the several items listed.

TABLE 4  
THE NUMBER OF NEW YORK CITY Y.M.C.A. EDUCATIONAL PLANTS WHOSE  
ALLOTTED SCORES UPON SELECTED ITEMS FALL IN EACH QUARTER OF  
THE TOTAL POSSIBLE SCORE  
1923

Item Scored	Total Possible Score	Number of Educational Plants Falling in Each Quarter of the Total Possible Score			
		0%-25%	26%-50%	51%-75%	76%-100%
Size and Form of Site . . . . .	40	3	1	1	..
Gross Building Structure . . . . .	60	..	2	2	1
Internal Structure . . . . .	80	1	3	1	..
Heating and Ventilation . . . . .	70	1	4	..	..
Fire Protection . . . . .	65	2	1	2	..
Artificial Lighting . . . . .	20	..	4	1	..
Location of Classrooms . . . . .	35	..	4	1	..
Construction and Finish of Classrooms	95	..	5	..	..
Illumination of Classrooms . . . . .	85	..	5	..	..
Equipment of Classrooms . . . . .	50	..	5	..	..
Large Rooms for General Use . . . . .	65	..	3	2	..
Rooms for School Officials . . . . .	35	2	2	1	..

*Internal Structure*

For this item four of the five buildings received less than half of the possible score. Fifty-five of the 80 points are allotted to stairways and corridors. The Y. M. C. A. buildings, with the possible exception of Bronx Union, show numerous evidences of poor planning in their internal structure. Stairways are often intricate and winding, too steep, with inadequate railings, and in many cases are constructed of wood or non-fire resistive material.

Corridors are particularly poorly cared for in four of the five plants. Nearly every building furnishes examples of corridors wider than necessary and corridors too narrow to be safe. The most glaring examples of the latter condition are found in the West Side Branch and the East Side Branch. One of the corridors used by the McBurney pupils in practically all movements of classes is only three and one-half feet wide, dark, non-fire resistive and a constant menace in case of panic. Halls in several instances are obstructed by lockers, when even without these they would be too narrow.



# SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

## *Heating and Ventilation*

None of the branches was allotted more than 50 per cent of the total possible score for this item. The low scores were due primarily to the almost total lack of adequate ventilating systems. Tests were made of the humidity in eighteen of the classrooms sampled from the five buildings. The results of these tests are given in Table 5.

TABLE 5  
SHOWING THE RANGE OF RELATIVE HUMIDITY IN SELECTED CLASSROOMS  
OF FIVE Y.M.C.A. BUILDINGS OF NEW YORK CITY

Range in Relative Humidity	Branch					Total
	Bronx Union	East Side	Harlem	23rd Street	West Side	
25-29.....	1	..	..	..	1	2
30-34.....	..	..	1	2	2	5
35-39.....	..	..	..	1	..	1
40-44.....	1	..	..	3	..	4
45-49.....	1	1	..	..	..	2
50-54.....	..	1	..	..	..	1
55-59.....	..	1	1	..	..	2
60-64.....	..	1	..	..	..	1
Total.....	3	4	2	6	3	18
Median.....	42	55	45	40	32	41

The lines enclosing the range from 50-54 show the number of rooms that have the proper humidity. The data from which the above table was made were collected on the evening of March 29, 1923.

It is clear from this table that the rooms vary greatly in the matter of humidity within the same building. One room had a relative humidity of between 50 and 54 degrees, which is the accepted standard for classrooms. Fourteen had less than this, while three had higher humidity. Because of the absence of forced ventilation with humidity control, the rooms are liable at all times to be too dry both for comfort and for health.

In all the branches the heating plants were installed in cramped quarters, which both decreased the efficiency of the plant and in at least two of the cases materially increased the fire hazard. Automatic temperature control and other special provisions were either entirely lacking or not in working condition.

## *Fire Protection*

None of the branches receives a score of more than 75 per cent of the possible score, while two of them were rated as receiving less than 25 per cent in this essential matter. The flimsy, combustible internal structure of the Harlem Branch would serve as tinder in case a fire started in the furnace room or basement. At the time the building was visited by the

judges the heating plant, inadequate in size, was being forced beyond the capacity of the furnace or the flues, so that escaping gas forced a lighted jet of flame back through the doors of the furnace for a distance of nearly a foot. At one of the points of greatest danger in the basement, the fire extinguisher was useless, with the nozzle, hose and container itself covered with encrusted corrosions.

The conditions in the East Side Branch are almost as unsatisfactory as in the Harlem Branch. Some of the conditions which are fire hazards in this branch are: (1) the wooden scaffolding and platform which make the auditorium do duty for the sign painting class; (2) the narrow, intricate halls; (3) the numerous wooden partitions in the electrical school; (4) the crowded furnace room; (5) the inadequate protection of the building from the furnace. In the face of these conditions the few, half-filled, wooden fire buckets would, if there were not the possibility of tragedy, be almost a burlesque.

The Twenty-third Street building, while more recent in construction, nevertheless presents a situation which from the standpoint of adequate fire protection is very unsatisfactory. When it is considered that the school rooms and the large classrooms and library connected with the law school all empty into narrow platforms and winding stairs, a situation is presented which falls far short of the standards that should be enforced upon any such public building. Access from the school floors to the dormitory part of the building, which might serve as a means of escape, is usually prevented by means of locked doors and stairways at the connecting points of the two buildings. It was impossible at the time the building was scored to get from the roof and upper gymnasium down the main stairway except by means of the elevator, since a locked gate closed the stairs between that part of the building and the school floors. This building should be more adequately provided with standard fire extinguishers at points of greatest danger. Some of the fire hose was in such poor condition, being twisted and bundled upon its holder, that it is doubtful whether it would stand the pressure of an effective stream of water in time of danger.

The West Side Branch contains fewer fire risks than the Twenty-third Street Branch primarily because of its numerous fire escapes and possibilities of going from one building to another. Some of these fire escapes are accessible through windows and pass other windows not protected by fire glass. Fire glass should be installed in all windows in proximity to fire escapes. Conditions as to fire hazards at the Bronx Union Branch are more satisfactory than at any other branch.

### *Artificial Lighting*

Considering the fact that so much of the work of the Y. M. C. A., particularly the educational classes, is done in the evening, it is hard to justify a score of 12 points out of a maximum of 20 for the best artificial lighted building. When four of the buildings made half or less of their

possible score in this important matter, it shows a serious neglect in both the planning and the maintenance of the buildings. The low scores allotted to the buildings were due to insufficient outlets, inadequate and antiquated lighting fixtures and a failure to provide light bulbs of sufficient intensity. A sampling of school rooms was made for the purpose of testing the illumination for intensity. The light was measured by the Macbeth illuminometer. Approved standards provide for from three to nine foot candles of light at all parts of the room where minute work is called for from the students. Table 6 gives the results of these measurements. From this it is evident that practically none of the Y. M. C. A. educational rooms is adequately lighted either by daylight or by artificial light for evening classes. The glaring direct lights should be replaced by more powerful fixtures capable of diffusing the light to all parts of the room. Differences of from ten to twenty times in light intensity between one place in a room and another cannot be justified and should not be allowed to continue.

#### *Location of Classrooms*

Four of the five branches were allotted scores less than 50 per cent of the possible maximum on this item. If any evidence is needed to show that the Y. M. C. A. did not plan its buildings to take care of an educational service, the lack of proper connection between classrooms, offices, laboratories and other school rooms will furnish this evidence. Even in the case of the Bronx Union Branch, the most recently constructed building, the classrooms, while grouped on one floor and at one end of the building, are connected by folding doors which do not furnish satisfactory blackboard surface nor serve as a protection against the annoyance of sounds from other classrooms. The way in which the classrooms of the McBurney senior and junior schools are scattered over several floors makes impossible efficient administration and adequate facilities for the changing of classes. The library, which is used during the daytime as a study hall for McBurney students, is in another building reached by way of an iron-slat combination bridge and fire escape through the library stack room.

In the matter of connection of instructional units the West Side Branch is further handicapped by having its Automobile School at 40 West 66th Street and its Building Trades School at 239 West 56th Street.

#### *Construction and Finish of Classrooms*

Ninety-five out of a possible 290 points allotted on classrooms are given to this item. It is further divided into the items of size of rooms, shape of rooms, floors, walls, doors, closets, blackboards, bulletin boards and color schemes. Each of these items was considered in giving the scores to the Y. M. C. A. classrooms. Scores given on the items concerned with classrooms award 46 as the highest score. Not one of the five branches receives a score equal to half of the total possible score. This

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means that, on the basis of the standards used for regular school classrooms, the Y. M. C. A. classrooms receive between a third and a half of the maximum score. Practically none of the classrooms conforms to standards of size or shape. More of the classrooms are seated on the long axis of the room than are seated correctly. This is true of almost all of the rooms in the West Side and Twenty-third Street Branches. Classrooms vary in size from rooms seating four or five students around a table to the large lecture rooms in the Law School at Twenty-third

TABLE 6  
MEASUREMENTS OF LIGHT IN SELECTED CLASSROOMS OF Y.M.C.A. SCHOOLS  
NEW YORK CITY  
1923

Branch	Room Number	Measurements in F.C.*				Median Compared to 3 F.C.** Standard for Classrooms			
		Front of Room	Center of Room	Rear of Room	Median Measurement	Above		Below	
						F.C.	Per Cent	F.C.	Per Cent
Bronx Union.....	1	3.8	2.0	1.6	2.0	..	..	1.0	33
	5	2.8	2.9	1.9	2.8	..	..	.2	07
East Side.....	'L'	3.0	.1	1.8	1.8	..	..	1.2	40
	S.P.	3.3	3.0	3.4	3.3	.3	10	..	..
	302	1.1	1.2	1.3	1.2	..	..	1.8	60
	Hall	..	1.2	..	1.2	..	..	1.8	60
Harlem.....	1	3.0	2.1	1.3	2.1	..	..	.9	30
	2	.1	1.7	1.6	1.6	..	..	1.4	47
Twenty-third Street.....	B	.1	1.0	.1	.1	..	..	2.9	97
	D	2.0	1.8	1.4	1.8	..	..	1.2	40
	F	1.8	1.2	1.1	1.2	..	..	1.8	60
	Law (large room)	3.7	5.0	4.0	4.0	1.0	33	..	..
	Law	1.2	1.6	1.0	1.2	..	..	1.8	60
West Side.....	552	1.2	1.7	1.8	1.7	..	..	1.3	43
	559	3.5	3.0	1.7	3.0	..	..	..	..
	558	2.0	1.6	1.8	1.8	..	..	1.2	40
	555	1.6	1.4	1.4	1.4	..	..	1.6	53
	230	3.1	.9	.5	.9	..	..	2.1	70
McBurney School..... (Junior Dept.)	232	2.1	.3	.01	.3	..	..	2.7	90
	233***	.4	.7	.3	.4	..	..	2.6	87
	Aud.	4.7	.3	.2	.3	..	..	2.7	90
	552	5.9	.8	.2	.8	..	..	2.2	73
Daylight Measurements..	555	6.3	.7	.2	.7	..	..	2.3	77
	558	.7	1.9	.2	.7	..	..	2.3	77
	559	4.9	1.8	4.9	4.9	1.9	63	..	..

\* F.C. = foot candles

\*\* Minimum standard for classrooms

\*\*\* Measurements taken with lights turned on. Light out-of-doors = 42 F.C.

## SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

Street. Many of the classrooms show evidence of failure to maintain the building in a proper state of repair.

### *Illumination of Classrooms*

No other feature connected with the educational classrooms of the Y. M. C. A. plants gives more evidence that these rooms were not designed for school purposes than the amount of glass area provided and the placement of the windows. Table 7 for forty-seven classrooms shows the number falling below the standard of glass area. This standard provides that the glass area should equal 20 per cent to 25 per cent of the floor area. Because of the proximity of tall buildings, with the resulting decrease in light, the majority of these rooms should approach 25 per cent instead of 20 per cent.

Eighty-six per cent of the rooms measured fall below the minimum standard. More significant even than this is the fact that 56 per cent of the rooms, practically three out of five, have less than 10 per cent window area. Rooms with as little window area as this should never be used for daytime classrooms. It is also practically impossible to ventilate such rooms where the ventilation must be through the windows, as is the case in most of these rooms.

From the standpoint of the arrangement of the windows, thirteen rooms were found in which the natural lighting came from the rear of the room only. Five others were found where the light came from the right side of the room only, while seven were lighted from the front only. Others were found lighted on the right and the rear of the room, on the left and the right of the room, and from the front and the rear of the room. Window placing of this kind makes it necessary for students to work in their own shadows and subjects them constantly to the eye strain of cross lights or the deleterious effect of looking directly into a

TABLE 7  
NUMBER OF CLASSROOMS WITH INDICATED PERCENTAGE OF  
WINDOW AREA TO FLOOR AREA  
IN THE FIVE BRANCHES OF THE Y.M.C.A. IN NEW YORK CITY  
1923

Per Cent Which Glass Area is of Floor Area	Branch					Total
	Bronx Union	East Side	Harlem	Twenty- third Street	West Side	
Less than 10.....	3	3	3	12	5	26
10-14.....	2	2	2	3	4	13
15-19.....	1	..	..	..	1	2
20-24.....	..	2	..	..	1	3
25-30.....	1	..	..	..	2	3
Over 30.....	..	..	..	..	..	..
Total.....	7	7	5	15	13	47

window. A number of these situations could be improved by changing the direction of the seating in the room. In some rooms a remedy could be found by installing movable desks, which could be changed around according to the nature of the work to be done.

### *Equipment of Classrooms*

A number of the classrooms are provided with old, non-adjustable, double desks, a type of equipment that has not been installed in modern school buildings for many years. In other rooms odds and ends of chairs are used. Teachers' desks vary from a few good desks in the West Side Branch to a complete absence of teachers' desks in many of the classrooms in all the other branches. The provision of other instructional equipment is rarely as adequate or complete as is found in the better type of public and private schools.

Where it is desirable to use school rooms for a variety of purposes, as is the case in the Y. M. C. A., it would seem desirable to provide movable chair-desks for the regular classrooms. These are not only more comfortable than the desks generally provided in the Y. M. C. A. school rooms, but make the room a great deal more flexible in the uses to which it may be put.

### *Large Rooms for General Use*

Because of the variety of services that are rendered by the Y. M. C. A. organization, the buildings provide more adequately for special rooms than is commonly found in buildings devoted exclusively to school purposes. In these items, the Y. M. C. A. buildings were allotted higher scores than are usually given to school buildings. Provisions for auditoriums, gymnasium and swimming pool are found in all of the buildings. In the matter of study halls and libraries that are distinctly suited to school purposes, the Y. M. C. A. does not provide as well as for the other special activities, since most of these special rooms are designed primarily for the other Y. M. C. A. activities and are used only incidentally in connection with the educational program. This is especially true for all of the school activities except the McBurney and Chelsea Schools.

### *McBurney and Chelsea Schools*

The unsatisfactory physical equipment provided for the Chelsea School would justify recommending the abandonment of a day school for younger boys at the Twenty-third Street Branch. Regardless of the quality of instruction or the additional opportunities offered in the way of gymnasium and play facilities, it is impossible to conduct a secondary school in the rooms used by the Chelsea School in a satisfactory manner.

The same criticism would hold, though to a slightly less degree, for the McBurney School. A large part of the real work of a secondary school must be done in the classrooms. These classrooms and their equipment place a distinct limitation upon the effectiveness of the

McBurney School. The opportunity of the Y. M. C. A. for doing exemplary work is thus limited by the lack of clean, bright, wholesome, modern, adequately equipped classrooms.

*West Side Branch*

A number of the classrooms provided at the West Side Branch for the instruction of adult students are even more inadequate than the rooms of the McBurney School. Examples of this are the rooms used for classes in motion picture operation, mechanical dentistry, and those of the automobile and the building trades schools.

The large laboratory for mechanical dentistry is poorly lighted and poorly arranged for work requiring as much exactness as is needed in this field. The students are subject to the constant disturbance of other students moving back and forth to different pieces of apparatus. Instruction would be more thorough and standards of work higher if the students were taught in smaller groups, where each phase of the work could be more carefully supervised. The only justification for the large room with students at all stages of progress is the provision that students may enter and complete the course at any time. Even so, the work could be more effectively done with more instructors and smaller room units.

In the Automobile School all of the classrooms are limited for space and particularly so in the repair department, where it is almost impossible to pass between the cars on the floor when only one or two actual jobs are under way. If the work in this school is continued in the present building, a definite limit should be placed on the number of students admitted. With the present enrolment of the Automobile School, the physical limitations of the building make it impossible for the individual student to do any practical work and result in making it largely a school of demonstration rather than a school of instruction through individual participation.

Provision has been made for the Building Trades School under the pressure of a felt need for instruction in this field. It is unfortunate that the building is so distinctly separated from the remainder of the Y. M. C. A. plant and is so inconspicuous and difficult to locate. Here again the limited space and lack of adaptability are serious handicaps to effective instruction.

*Twenty-third Street Branch*

If the Law School is taken over by the Y. M. C. A. and continued at the Twenty-third Street Branch, extensive alterations should be made in classroom facilities, particularly in additional and better library equipment. The abandonment of the Chelsea School in this branch would make it possible to rearrange a number of classrooms on the second floor.

*East Side Branch*

The success of the sign painting and electrical schools at the East Side Branch, in spite of the inadequate way in which these two schools

have been housed, would justify continuing instruction in these subjects, provided new classroom space can either be secured or built for them. At the present time the fire hazard involved would justify the discontinuance of these courses.

*Harlem Branch*

Any criticisms of the school rooms in the Harlem Branch becomes a criticism of the Harlem building itself, since the internal wooden structure of the building is a constant fire hazard. The rooms themselves are usable for the type of work offered if the fire risk is disregarded.

*Bronx Union Branch*

The Bronx Union Branch is the newest of the Y. M. C. A. plants and is in many ways a most attractive and efficient building. The rooms used for school purposes are the best of any of the New York City branches with respect to size, location in the building, connection between rooms and general attractiveness. If used during the daytime, the windows are insufficient in number and poorly placed for adequate illumination. Since most of the educational work of this particular branch is done in the evening, the addition of better artificial lighting fixtures will correct the effect of poor window placement. The makeshift equipment in some of the rooms should be replaced with modern movable school furniture. The thin folding partitions will always permit an annoying amount of noise to be heard by adjacent classes, but they do permit a very much wider use of the rooms during the times they are not used for class purposes.



## CHAPTER IV

### EDUCATIONAL SECRETARIES AND TEACHERS

#### *Qualifications of Teachers*

The efficiency of the educational work done by any school or by any school system is limited by a number of factors, of which the teacher is unquestionably the most important. Excellent teaching will do much to offset the limiting effect of such factors as makeshift quarters, insufficient equipment, poor classification of students and other conditions which confront many schools. However, when excellent teaching must be counted upon to offset the effect of undesirable elements, the total result is less than when these other limiting elements may be used to assist the teachers rather than detract from their efficiency.

Elsewhere it is shown that the physical plants, equipment, supplies, systems of reporting and other elements are below desirable standards in the New York City Y. M. C. A. schools. If these schools are to do exceptionally strong work in the several fields entered, it is extremely important that the teaching staff be so well prepared and efficient that they can overcome the above-mentioned handicaps. The extent to which the teachers are qualified to render such service will be partially indicated in the following studies which were made of the teaching personnel.

#### *Academic and Professional Training*

Two questionnaires were sent to all the instructors in the five branches, one in December and the other in April. The following facts are subject to the errors common to such studies, although these questionnaires as far as possible guarded against suggesting answers. The results where facts are involved instead of opinions may be considered reliable so far as the group is concerned. The amounts of academic and professional or technical training of each of the 137 instructors who returned the answers are given in Table 8. From this table it is evident that in the matter of educational training the Y. M. C. A. teachers are less well trained than the teachers of public high schools. In a study recently completed of Stamford, Connecticut,\* 65 per cent of the teachers in the high school had completed work for their A.B. degree or for some higher degree. This must be compared with 38 per cent for Y. M. C. A. teachers. The corresponding figure for the high school teachers in Hackensack, N. J. (men only), was 77.3 per cent, and in Philadelphia 81 per cent.

Seventy (51.0 per cent) of 137 instructors are not above the grade of High School Graduate.

Fifty-two (38.0 per cent) of 137 instructors have completed their A.B. degree or more.

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\*Stamford Survey—Institute of Educational Research, Division of Field Studies, Teachers College, Columbia University—1923.

TABLE 8  
EDUCATIONAL QUALIFICATIONS OF INSTRUCTORS  
NEW YORK CITY Y.M.C.A., 1923

Grades of School Completed	Total Number of Instructors	Per Cent	Cumulative Per Cent
19 (Ph.D.).....	4	2.9	100.0
18.....	1	.7	97.1
17 (A.M.).....	15	11.0	96.4
16 (A.B.).....	32	23.4	85.4
15.....	5	3.7	62.0
14.....	7	5.1	58.3
13.....	3	2.2	53.2
12 (H.S. Grad.).....	23	16.8	51.0
11.....	1	.7	34.2
10.....	8	5.8	33.5
9 (H. S. Freshman)...	13	9.5	27.7
8.....	7	5.1	18.2
Not recorded*.....	18	13.1	13.1
	137		

\* It was noted that many of those instructors not reporting on their educational qualifications were the older instructors who had their education before the elementary schools were so well organized as now. It seems safe to conclude that they were below the grade of High School Graduate.

Twenty (14.6 per cent) of 137 instructors have completed their A.M. degree or more.

Four (2.9 per cent) of 137 instructors are of the grade Ph.D.

It is fair to say in this connection that many of the teachers of the Y. M. C. A. serve only part of the time and also that many of the courses given are of such a nature that skilled workmen must be secured rather than professionally trained teachers. Neither of these reasons, good as they are, should be used by the Y. M. C. A. to justify a continued selection of teachers with training inferior to those employed in public high and vocational schools. The tendency is noticeable throughout the country to hold teachers of special subjects to the same standards of preparation as teachers of other subjects. As for the other reason, the Y. M. C. A. can ill afford to employ any but the best teachers, even though they teach but one evening a week. To do so under the pressure of enforced economy prevents the Y. M. C. A. schools from realizing at least the one aim of giving the best instruction obtainable in those fields in which it offers courses.

#### *Comparison of Day and Evening Teachers*

A comparison of the training of the teachers who teach in the day classes or in both day and evening classes with those who teach only in the evening schools shows that the teachers in the evening schools are slightly better trained than the other group, many of whom are employed on full time by the Y. M. C. A.

*Professional Training of Teachers*

Fifty-one of 113 teachers reported that they had had professional courses dealing with the methods of teaching and 37 of these, that the course had been in the field of the special subject then being taught. Considering the number of teachers working in fields where such courses are undeveloped, the 45 per cent of Y. M. C. A. teachers who have had such courses makes a commendable showing and gives evidence that a number of the instructors have attempted to supplement their practical experience with some work in the theory of instruction.

*Experience of Teachers*

It is frequently found that a group of teachers who are below standard in their academic and professional preparation are equally above in the matter of experience. Often these teachers began their work at a time when standards for training were not so high as at present nor training so easily obtained. Many times the most efficient teachers are found in this experienced group with fewer years of training. The distribution of the total years of teaching experience of the Y. M. C. A. teachers, given in Table 9, shows that more than half of them have had less than five years of experience in the subjects they are now teaching in the Y. M. C. A. The median number of years of experience for elementary school teachers in the public schools of most American cities would be more than double that of Y. M. C. A. teachers. It is not uncommon to find high school teachers in city systems with more than half of their number having twenty and even twenty-five years of experience in school work. The fact that the Y. M. C. A. teachers are relatively inexperienced in the fields in which they are teaching may be explained in at least two ways. In the first place, many of the courses represent pioneer work in education. Obviously teachers in these courses would have limited experience. In the second place, the salary paid is too small to attract the experienced teacher, although the explanation here is in no sense a justification.

*Practical and Professional Experience of Teachers*

Because of the fact that so many of the Y. M. C. A. teachers are drawn directly from the trades and the professions, it would be expected that selection would be made upon the basis of successful experience in these fields. The facts on this kind of experience, as presented in Table 10, give evidence that this has been done. Y. M. C. A. teachers have earned their living at the trade or profession they are now teaching for an average of nearly ten years. These teachers with few exceptions are experienced in actual practice in the field in which they are teaching and that, too, in very "real situations." It is a desirable goal for the Y. M. C. A. to set for itself to secure this type of experienced teachers who will at the same time be as well trained as or better trained than teachers in other schools. Such teachers would be more in sympathy with the larger purposes of the Y. M. C. A. and not entirely interested in turning out a

TABLE 9  
EXPERIENCE OF TEACHERS IN THE SUBJECTS NOW BEING TAUGHT IN THE NEW YORK CITY Y. M. C. A. SCHOOLS  
1923  
(Distributed by years of experience by evening, and by day and evening instructors)

Number of teachers of the Branch:												
Number of Years Taught	Bronx Union		East Side		Harlem		23rd Street		West Side		Total	
	Day & Evening	Day & Evening	Evening	Day & Evening	Evening	Day & Evening	Evening	Day & Evening	Evening	Day & Evening	Evening	Day & Evening
	..	..	..	..	..	..	..	..	..	..	..	..
0- 9.....	..	..	..	..	..	..	..	..	..	..	..	..
1-1.9.....	..	..	..	..	..	..	..	..	..	..	..	..
2-2.9.....	1	..	..	2	2	2	1	5	3	5	11	9
3-3.9.....	1	..	3	2	..	..	2	2	3	6	10	9
4-4.9.....	4	..	2	..	1	..	3	..	1	4	11	4
5-5.9.....	..	..	3	1	..	..	2	1	1	1	6	2
6-6.9.....	1	..	..	1	1	..	1	2	..	..	3	1
7-7.9.....	..	..	..	..	..	..	..	..	..	1	3	1
8-8.9.....	..	..	..	..	..	..	..	..	..	2	..	2
9-9.9.....	..	..	..	..	..	..	1	..	3	..	4	..
10 or over**.....	4	..	1	1	1	4	4	7	8	..	18	12
No answer.....	..	..	2	..	..	..	..	..	..	..	2	..
Total.....	11	..	12	7	6	7	21	27	22	27	72	41
Average Number of Years Taught*.....	6.6		5.2		5.0		6.0		6.2		6.0	
											5.9	
											6.0	
											6.0	

\* Omitting "No Answer" group.  
\*\* Counted 10.5 in computing averages

**TABLE 10**  
**NUMBER OF YEARS DURING WHICH TEACHERS HAVE EARNED THEIR LIVING AT THE TRADE**  
**OR PROFESSION WHICH THEY ARE TEACHING IN THE Y.M.C.A.**  
**New York City, 1923**

Years at Occupation other than Teaching	Number of teachers at the Branch:												Grand Total	
	Bronx Union		East Side		Harlem		23rd Street		West Side		Total			
	Evening	Day & Evening	Evening	Day & Evening	Evening	Day & Evening	Evening	Day & Evening	Evening	Day & Evening	Evening	Day & Evening		
0-1.9.....	1	..	..	..	1	..	3	2	2	1	7	3	10	
2-3.9.....	..	..	1	..	3	..	3	2	2	7	9	9	18	
4-5.9.....	1	..	..	..	1	..	2	..	2	4	6	4	10	
6-7.9.....	1	..	2	..	..	..	2	4	4	2	9	2	11	
8-9.9.....	1	..	1	1	..	..	1	1	1	2	4	3	7	
10-11.9.....	..	..	1	1	..	..	1	1	1	5	6	1	9	
12-13.9.....	..	..	..	..	..	..	2	..	..	1	2	2	3	
14-15.9.....	..	..	1	1	..	..	1	1	2	1	4	1	6	
16-17.9.....	..	..	..	2	..	1	..	1	1	1	2	3	5	
18-19.9.....	..	..	..	1	..	1	..	..	1	1	1	1	2	
20 or over**	4	..	5	1	..	..	3	1	4	4	16	2	18	
No Answer.....	3	..	1	..	..	..	3	1	2	4	9	5	14	
Total.....	11	..	12	7	..	6	21	7	22	27	72	41	113	
Average Number of Years at Occupation*	13.2		14.8		5.3		8.5		8.7		10.7		8.7	9.9

\* Omitting "No answer" group.  
 \*\* Counted 21.0 in computing average.

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skilled workman or a trained accountant, as seems to be the case with some of the present staff.

## *Teaching Experience in Y. M. C. A. Schools*

Forty-eight per cent of the Y. M. C. A. teachers have taught two or less years in the Y. M. C. A. schools. This cannot but indicate a very high "teacher turnover," with the consequent added expense and diminished effectiveness. Twenty-two of the 137 instructors who answered the first questionnaire in December were not teaching when the second was sent out in April. Several of these completed courses and will be employed again in the fall, but enough teachers change each year to make a shift of between 20 per cent and 25 per cent of the total teaching force. No amount of supervision or careful administration can develop a professionally-minded teaching staff with that amount of new material each year. It is also unlikely that such a changing teaching population will have an understanding of what the educational departments of the Y. M. C. A. are really trying to accomplish with and for their students.

## *Age of Y. M. C. A. Teachers*

The teachers in the Y. M. C. A. range in age from 22 to 70 years, with the median age about 35. The median age is about the same for the three arbitrary divisions of (1) academic classes, (2) technical, other than business, and (3) business. Sixty per cent of the teachers are between 28 and 48 years of age, men who should be established in their chosen fields and men with maturity of judgment. These statistics are included in Table 11.

TABLE 11  
AGE OF INSTRUCTORS IN NEW YORK CITY Y.M.C.A. SCHOOLS  
(Day and Evening Combined)  
1923

Age	Academic	Technical Other Than Business	Business	Total	Per Cent	Cumulative Percentage
68-72	..	..	1	1	.8	100.0
63-67	2	2	1	5	4.0	99.2
58-62	..	1	1	2	1.6	95.2
53-57	2	2	2	6	4.8	93.6
48-52	3	6	3	12	9.6	88.8
43-47	3	10	2	15	12.0	79.2
38-42	3	4	4	11	8.8	67.2
33-37	6	9	5	20	16.0	58.4
28-32	4	13	10	27	21.6	42.4
23-27	5	14	5	24	19.2	20.8
18-22	1	..	1	2	1.6	1.6
Total	29	61	35	125	100.0	....

No Answer .....12

*The Teaching Load*

The majority of teachers employed by the Y. M. C. A. in New York City are employed for only part-time instruction. Two-thirds of the instructors teach only ten hours or less per week, while approximately two-fifths teach five hours or less per week. From the distribution of the total hours of teaching per week, as given in Table 12, it is evident that instruction in New York City Y. M. C. A. schools is for a large majority of the teachers a matter of minor concern, a "side issue." A number of part-time instructors teach because of the service they can render to the Y. M. C. A. and its members. To some of these men the salary they receive is not a consideration, since the nominal amount paid them is not at all comparable to the business or professional value of their time. The majority of the part-time teachers make their teaching in the Y. M. C. A. a definite means of supplementing their incomes. This fact is not in any sense derogatory to these men nor to the quality of the teaching which they do. It may be of some concern in such matters as building a general esprit de corps among teachers for the purpose of emphasizing some element such as character building, since these teachers are not all available for staff meetings and of necessity must have divided interests demanding their time and energy.

*Salary of Day and Evening Teachers*

The teachers who are employed for daytime instruction are more likely to be giving full time or a major portion of their time to the Y. M. C. A. than those working in the evening only. The weekly salaries of these teachers are given for the branches in Table 13, which shows that the median weekly salary for this group is \$43 for a median teaching schedule of 32 hours per week. Thirty hours per week is set as the maximum number of teaching hours per week in high schools by the North Central Association. More than half of the "day and evening" instructors of the Y. M. C. A. exceed this maximum teaching load, and for a median salary of \$172 per month. This would correspond to an annual salary of \$1,548 for a nine months school year. The median salary for high school teachers in cities over 100,000 in the United States in 1920-21 was \$2,484. In New York State the median salary for high school teachers in cities over 100,000 was \$3,181.

In the light of these comparisons it is very evident that the teachers giving full time to the Y. M. C. A. do not receive salaries equal to those of teachers in the high schools of larger cities. If the comparison were made directly with the salaries of high school teachers in New York City, where living expenses are the same as for the Y. M. C. A. teachers, this difference would be greatly increased. Considerable variation in salaries is shown between branches. This is partially the result of the very different nature of the work offered during the daytime in the different branches. The day work offered at East Side is practically all technical

TABLE 12  
TOTAL HOURS PER WEEK TAUGHT BY Y.M.C.A. INSTRUCTORS IN THE VARIOUS NEW YORK CITY BRANCHES  
(Distributed according to evening instructors, and those teaching day or day and evening)

Total Hours Per Week	Number of Teachers at the Branch:										Total**		Per Cent		Cumulative Per Cent	
	Bronx Union		East Side		Harlem		23rd Street		West Side							
	Evening	Day & Evening	Evening	Day & Evening	Evening	Day & Evening	Evening	Day & Evening	Evening	Day & Evening	Evening	Day & Evening	Evening	Day & Evening	Evening	Day & Evening
57-59.....	..	..	..	..	..	..	..	..	..	5*	..	..	..	5	..	100.0
54-56.....	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
51-53.....	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
48-50.....	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
45-47.....	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
42-44.....	..	..	1	..	..	..	..	..	2	..	..	..	..	6	2.3	78.8
39-41.....	..	..	..	..	..	..	..	1	..	..	..	..	..	2	..	66.1
36-38.....	..	..	1	..	..	..	..	..	..	..	..	..	..	1	..	61.8
33-35.....	..	..	5	..	..	..	..	1	..	..	..	1	..	5	1.2	59.6
30-32.....	..	..	..	..	..	..	..	..	..	..	..	..	..	1	..	49.0
27-29.....	..	..	1	..	..	..	..	1	..	..	..	..	..	3	..	46.8
24-26.....	..	..	..	..	..	..	..	..	..	..	..	..	..	4	..	40.4
21-23.....	..	..	..	..	..	..	..	3	..	..	..	..	..	1	..	31.9
18-20.....	..	..	..	..	..	..	..	..	2	..	..	..	..	4	..	29.8
15-17.....	..	..	..	..	..	..	..	1	..	..	..	..	..	..	..	..
12-14.....	..	..	..	..	..	..	..	2	..	..	..	..	..	4	2.3	21.3
9-11.....	..	..	1	..	..	..	..	1	..	..	..	..	..	3	..	12.8
6-8.....	1	..	9	1	..	..	..	2	..	..	..	..	..	2	2.3	6.4
3-5.....	6	..	5	..	..	..	..	..	10	..	..	..	..	1	24.6	67.3
0-2.....	7	..	1	..	..	..	..	..	2	..	..	..	..	..	35.9	31.4
Total	14	16	9	7	30	8	22	30	47	100.0	100.0	100.0	100.0	100.0	100.0	100.0

\* Mechanical Dentistry—teach both day and evening.  
Two-thirds (67.3 per cent) of evening instructors teach five hours or less per week.  
Three-fifths (59.6 per cent) of day and evening instructors teach twenty-four hours or more per week.  
\*\* One teacher did not answer.



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in nature, while no work is offered in this school which is distinctly secondary in character, such as is found in the other two branches giving day courses.

**TABLE 13**  
**WEEKLY SALARY OF DAY AND EVENING TEACHERS**  
**IN NEW YORK CITY Y.M.C.A. SCHOOLS**  
**1923**

Salary	Number of Teachers Receiving the Salary Specified, at the Branch:			
	East Side	23rd Street	West Side	Total
\$90.00 and above.....	2	..	..	2
\$80.00- 89.99.....	2	..	1	3
\$70.00-\$79.99.....	..	..	1	1
\$60.00-\$69.99.....	2	..	4	6
\$50.00-\$59.99.....	..	..	7	7
\$40.00-\$49.99.....	1	1	9	11
\$30.00-\$39.99.....	..	3	7	10
\$20.00-\$29.99.....	1	3	..	4
\$10.00-\$19.99.....	..	1	1	2
Total.....	8	8	30	46
Median*.....	75.00	\$30.00	\$44.00	\$43.00
Data not given.....	..	..	..	1

\* Median based on a distribution with smaller salary intervals.

## *Salaries of Evening Teachers*

The weekly salaries of those instructors having only evening classes are given in Table 14. The median weekly salary for this group is approximately \$12 for a median teaching load of four hours per week. Reduced to salary per hour, the median evening class teacher receives \$3 per hour, while the median day teacher receives \$1.35 per hour for his services. There is more uniformity in the median weekly salary paid evening teachers than is found for day teachers. This agreement is not so great as the median salaries would indicate if the time spent in teaching is considered. By dividing the weekly salary of evening teachers by the number of hours taught it is found that several are paid at a rate less than \$.75 per hour, while others receive \$15 and more per hour. The evening teachers who receive the highest salaries are in all cases specialists and either handle the most technical courses or lecture to very large classes. It is fair to assume that these men are being paid not only for time spent in teaching, but also for time spent in preparation of lectures and, as some expressed it, "for having to give up your evening to regular teaching." In certain cases, since there is a slight negative correlation between salary per hour and hours per session, it would be possible to

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effect a slight economy by increasing the number of hours teaching per session for these instructors. This could probably be done for an increase in salary, less in proportion than the resulting increase in teaching time.

TABLE 14  
WEEKLY SALARY OF EVENING TEACHERS IN NEW  
YORK CITY Y.M.C.A. SCHOOLS  
1923

Salary	Number of Teachers Receiving the Salary Specified at the Branch:					Total	Total Per Cent
	Bronx Union	East Side	Harlem	23rd Street	West Side		
\$40.00 and above..	..	1	..	..	1	2	2.5
30.00-\$39.99.....	..	1	..	2	1	4	4.9
20.00-\$29.99.....	2	1	..	4	2	9	11.1
10.00-\$19.99.....	9	9	2	20	11	51	63.0
0.00-\$ 9.99.....	2	2	4	3	4	15	18.5
Total.....	13	14	6	29	19	81	100.0
Median*.....	11.20	13.20	9.50	11.50	11.80	11.80	....

\* Medians based on a distribution with smaller salary intervals

## *Increased Salary Needed for Y. M. C. A. Teachers*

In the light of the lack of adequate training and the limited teaching experience of Y. M. C. A. teachers, it is possible to assume that the salaries paid have not been such as to attract the most capable and experienced teachers to Y. M. C. A. work. Salaries of regular full-time teachers should be made equal to those obtained in the better secondary schools and colleges. In technical and professional courses, no amount of enthusiasm or zealous desire to be of service will take the place of adequate training. The Y. M. C. A. must compete with public and private schools for exceptional teachers.

In the payment of the teachers for the evening classes, the Y. M. C. A. has often erred on the side of underpayment. To carry the responsibility for a class for an hourly recompense less than that of unskilled labor, and in the majority of cases for less than is often paid per hour for individual tutoring, is a situation which will not often attract competent and successful people.

It would cost but little more to pay salaries high enough to secure the most capable people available in their respective fields. Such men would attract more and better students, teach with more authority, and better exemplify before the students the character elements which assist in the achievement of success. Students would gladly pay an increased fee, if necessary, for the privilege of being taught by a "master" rather

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than by an "apprentice." As frequently stated in discussing the educational work of the Y. M. C. A., it is the opinion of the survey staff that to stop short of the *best* is to compromise with a Y. M. C. A. ideal.

### PROFESSIONAL ATTITUDE OF Y. M. C. A. TEACHERS

One of the greatest needs in American education of all kinds today is the development and general acceptance by teachers of proper professional attitudes, which will place the service of education on the same plane as other forms of professional service. Such attitudes are hard, if not impossible, to secure in untrained, overworked or underpaid teachers. This characterization does not apply to all Y. M. C. A. teachers; but so many of them are not trained teachers, are not trained Y. M. C. A. workers, are not free to devote large amounts of extra time to supplement and enrich their teaching, are not always available for conferences and group meetings, that the problem of developing any professional solidarity in the teaching staff of the Y. M. C. A. or even in any branch of the Y. M. C. A. is a very difficult task. Under these conditions, it is practically impossible to know the extent to which a teaching staff is thinking professionally and progressively on the problems confronting it. Attempts were made to obtain evidence which will throw some light on this question.

#### *Professional Reading of Y. M. C. A. Teachers*

One index of the degree to which a group of teachers is awake to the newer methods in education and to the newer educational problems is the number and kind of educational magazines which they read regularly. Two-thirds of the teachers regularly read no educational magazine. Three-fourths of the evening teachers and three-fifths of the day teachers read no educational magazine regularly. The showing is but little better when the number who regularly read some trade or technical magazine is considered. Two-fifths of the teachers do not read regularly a trade or professional magazine. The day teachers again make a better showing in the number reading trade or technical magazines.

The failure to do more regular reading of educational and technical magazines may be due to lack of supervisory stimulation or to lack of time because of overwork or too long hours resulting from holding two or more positions. Either of these conditions is a matter of concern for the educational secretaries of the branches, since they mean the gradual but sure "professional starvation" of the teaching staff.

#### *Teachers' Ideas of Needed Changes*

Another evidence of the professional attitude of Y. M. C. A. teachers was obtained in their answers to a question which asked them to check any of a given list of changes which they considered desirable to improve the efficiency of instruction. The number of teachers checking each one of these items is given in Table 15.

TABLE 15  
CHANGES WHICH Y.M.C.A. TEACHERS BELIEVE ARE NEEDED IN ORDER TO IMPROVE THE EFFICIENCY OF  
INSTRUCTION IN NEW YORK CITY Y.M.C.A. SCHOOLS  
1923

Total by Branches	a	b	c	d	e	f	g	h	i	j	k	l	m	n	o	p	r	s	t	u	v	w	x	y	z	za
Bronx.....	..	7	4	1	8	..	..	1	2	2	2	5	3	5	1	2	..	..	..	..	1	..	..	1	1	1
East Side.....	1	7	7	2	9	4	8	12	11	4	4	6	5	9	2	8	12	9	7	5	4	6	7	9	14	8
Harlem.....	..	1	2	1	2	..	1	1	1	1	1	1	1	2	..	..	2	..	..	..	..	1	..	..	2	2
23rd St.....	..	1	5	4	5	1	1	3	4	1	5	8	1	4	..	2	12	9	2	3	2	..	..	..	9	4
West Side.....	3	10	18	7	20	2	2	7	18	4	6	16	13	20	11	7	9	6	3	5	2	2	3	3	18	1
Total.....	5	30	35	16	50	7	12	24	36	12	18	36	22	40	14	19	35	24	12	13	9	9	10	13	44	16

Code:

- a—smaller classes.  
b—larger classes.  
c—higher standards of admission for students.  
d—better division of students into classes, without such great extremes of previous preparation for the course.  
e—better attendance.  
f—easier transfer of students to other courses.  
g—opportunity for students to visit other Y.M.C.A. classes.  
h—opportunities for visiting workshops and factories.  
i—more information and talks to students about trade conditions and opportunities.  
j—more supervision of work by Y.M.C.A. supervisory officers (Principal, Educational Director, etc.)  
k—more teachers' meetings.
- l—certificates to students upon completing course.  
m—practical jobs to be taken in under commercial conditions.  
n—jobs to be secured for students completing the course.  
o—more character building talks  
p—more follow-up on the job of graduated students.  
r—better lighting.  
s—better ventilation.  
t—more or better raw materials.  
u—more or better tools.  
v—more textbooks.  
w—job sheets or instruction sheets.  
x—better course of study.  
y—more samples of commercial materials.  
z—more or better equipment.  
za—more charts and diagrams.

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Several elements in this table are significant. The first is the very great lack of agreement between teachers in the different branches on the need for certain changes. Thirty of the teachers believed that larger classes were needed, while five believed that smaller classes would help. The one item more frequently checked than any other was the need for better attendance. Fifty of the teachers expressed the opinion that this would improve instruction. The item checked by the next largest number was the need for more or better equipment, after which the securing of jobs for students completing the courses was felt to be needed by the largest number. By dividing the items in this table into groups dealing more or less with the same topic, such as group "t" to "za" inclusive, dealing with improvement or increase in the tools and material of instruction, one is able to get from this table the needs considered most important by the instructors. It is quite evident from answers checked that the teachers themselves do not feel the need for more supervision by Y. M. C. A. supervisory officers or the need for more teachers' meetings. This fact is a very significant one and probably shows that the supervision of the past has not been of a nature to commend itself to teachers as worth-while.

## *Problems Which New York City Y. M. C. A. Teachers Would Like to Have Studied*

Another evidence of professional qualification and professional attitude of Y. M. C. A. teachers may be obtained from listing their answers to the question: "What particular problems in your class work would you like to have studied by the survey?" These answers were grouped under the headings given in Table 16.

**TABLE 16**  
**PROBLEMS WHICH NEW YORK CITY Y.M.C.A. TEACHERS DESIRED**  
**TO HAVE INVESTIGATED BY THE SURVEY**

	Branch					Total
	Bronx Union	East Side	Harlem	23rd Street	West Side	
No answer.....	9	6	4	15	27	61
Building.....	..	4	..	..	2	6
Equipment.....	..	2	..	..	1	3
Attendance—increased or more regular...	..	4	1	4	6	15
Classification.....	..	1	..	1	..	2
Material and methods of instruction.....	1	1	..	2	4	8
Study conditions.....	1	..	..	2	1	4
Employment and follow-up.....	..	..	1	1	3	5
Better salaries.....	..	..	..	..	4	4
Other reasons.....	..	..	..	3	2	5
Totals.....	11	18	6	28	50	113

Sixty-one of the 113 teachers, or 54 per cent, did not have any problems which they wished the survey to study. One of the surest evidences of a progressive teacher is the number and scope of problems connected with his work which he would like to investigate or have investigated in order that he may make his work more effective in the light of that investigation. Only 8 per cent of the teachers had problems which concerned the materials and methods of instruction and the better classification of students. Practically every problem suggested by the teachers concerned some personal problem or discomfort, rather than something fundamental to the success of educational work in the Y. M. C. A.

The following answers selected from those submitted give evidence of the limited professional view which characterized the majority of these answers:

How to induce a naturally indolent, lazy boy to do some real work.

How to improve the work of delinquent students.

Salaries of teachers; blackboard equipment; lightening teachers' schedules and giving more vacation.

Larger classrooms for exclusive use, where things can be made attractive and safe.

The important factor for the West Side Y. M. C. A. is not an "investigation" from the inside by outsiders, but an effort to find out how our courses may be brought to the attention of those young men who need them. Send us the men. We will do the work. We are doing it in a way that cannot be excelled.

How to secure regular attendance. How to hold the men after they are enrolled.

How to persuade scholars who attend evening classes to prepare homework assigned to them. Various excuses are presented for not doing homework.

How to have the students attend more regularly. How to improve the typewriter equipment.

None. My work being a subject quite familiar to me, I don't see where the class or I could profit much by a survey. If anyone else knows how, we are open for "more light."

The following answers give evidence of a more professional attitude toward the school, with less personal emphasis:

New students constantly registering with varying degrees of preparation and immediately entering the class make a scientific curriculum impossible. Instruction of such a group is a farce.

How can we conduct a class properly? That is, what variety of methods should we use in order to instruct a group in which men of all degrees of mentality from practically all nations are enrolled and additional men are enrolled weekly?

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The reasons for the "quitting" of apparently bright students as soon as the work becomes advanced enough to require close application and thought, with careful attention to details.

Practical methods of following students for five years in their business or professional careers.

### SUPERVISION OF INSTRUCTION IN NEW YORK CITY Y. M. C. A. EDUCATIONAL CLASSES

Teachers were asked to list the number of times that they had been visited by educational directors, the principal and the other supervisory officers of the Y. M. C. A. The answers to this question were extremely erratic, varying from cases in which the director and the principal both visited every session of a class to others in which instructors had not been visited by any Y. M. C. A. educational officer during the entire year. The following generalizations on supervision in the various branches result from the answers by the teachers to this question.

In the Bronx Union Branch there is considerable supervision in trade classes and very little or none in the business classes. In the East Side Branch there is evidence of more consistent supervision than in any other branch, most of the classes being visited by the director and the principal at every session. Supervision in the Harlem Branch was evenly distributed over all of the subjects. In the Twenty-third Street Branch fewer visits by supervisory officers are reported than in any of the other branches. This is particularly true of courses in the law school. Supervision in the West Side Y. M. C. A. is verily largely in the hands of the principals, with relatively little supervision by the educational director. The large number of courses offered and the scattered location of the schools make supervision at the West Side Branch by one person a very difficult matter and account for the few visits by the director to some of the classes. The educational secretaries of the various branches have so many other duties, such as promotion of new courses, adjustment of students' programs and financial payments, solicitation of funds and other duties of a similar nature, that they can hardly be called distinctly supervisory officials. The instructional methods used by the Y. M. C. A. teachers would be materially improved if the educational secretaries of each branch were men primarily trained in the field of educational administration and supervision and if they were relieved of enough of the detail work to enable them to give the major part of their time and energy to supervision of instruction and the conduct of desirable staff and group meetings.

#### *Number of Teachers' Meetings*

The teachers' meetings reported as called since September, 1922, in the various branches are reported for day and evening teachers in Table 17. Twenty-three did not answer the questions, while 33 of the 113 teachers reported that they had not been asked to attend meetings during

TABLE 17  
NUMBER\* OF TIMES INSTRUCTORS WERE ASKED TO ATTEND TEACHERS' MEETINGS BETWEEN SEPTEMBER, 1922,  
AND APRIL, 1923, IN NEW YORK CITY Y.M.C.A. SCHOOLS

Number Answered	Number of Teachers at the Branch:										Total		Grand Total
	Bronx Union		East Side		Harlem		23rd Street		West Side				
	Evening	Day & Evening	Evening	Day & Evening	Evening	Day & Evening	Evening	Day & Evening	Evening	Day & Evening			
No answer.....	1	..	1	..	..	..	4	..	7	10	13	10	23
None.....	7	..	1	1	..	..	8	..	10	4	28	5	33
1.....	1	..	1	1	..	..	..	2	3	..	4	3	7
2.....	2	..	1	1	..	..	3	1	1	2	9	4	13
3.....	..	..	1	1	..	..	4	..	..	..	6	1	7
4.....	..	..	..	..	..	..	1	..	..	..	2	..	2
5.....	..	..	..	..	..	..	1	..	..	..	1	..	1
6.....	..	..	2	2	..	..	..	1	..	1	5	4	9
7.....	..	..	4	1	..	..	..	..	..	1	1	..	1
8.....	..	..	1	..	..	..	..	..	..	1	..	1	1
9.....	..	..	..	..	..	..	..	3	..	..	1	3	4
10 or over.....	..	..	1	1	..	..	..	..	1	9	2	10	12
Total.....	11	..	12	7	6	..	21	7	22	27	72	41	113

\* Based upon number reported by instructor.



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the present year. The table includes both group meetings and entire staff meetings. When this is kept in mind, it is evident that relatively few teachers' meetings have been called, with the possible exception of the East Side Branch and certain groups of the Twenty-third Street Branch.

### Y. M. C. A. TEACHERS' PARTICIPATION IN VOCATIONAL GUIDANCE AND FOLLOW-UP

Teachers were asked the question: "What percentage of last year's students have you visited at their work since their employment?" Thirteen of the 113 teachers, answering this question, report visits to a small proportion, one-fifth or less of their student graduates in their places of work. Seventy-six, or 67 per cent, of the teachers made no visits to last year's students where they are at present employed. The remaining 21 per cent did not answer this question and may probably be presumed not to have made such visits. In response to the question: "For about what percentage of your graduates do you personally obtain positions?" only one of the 113 teachers reported that it was considered a duty of instructors to secure positions for their graduates and he, according to his own report, does not obtain such positions for his students. Sixty per cent of the teachers report that they secure positions for none of their students, while 23 per cent do not answer the question. This leaves 17 per cent of the teachers who secure positions for one per cent or more of their students. The average percentage of students assisted in securing positions by 17 per cent of the instructors is but 14 per cent. Thus, if 17 per cent of the teachers secure positions for an average of 14 per cent of their students, less than 3 per cent of the total Y. M. C. A. student body is assisted in this way. There seems to be no reason why instructors should not cooperate with the employment department in notifying them of vacancies which they happen to hear about. There are, of course, many arguments which would oppose holding teachers in the slightest degree responsible for securing positions for their students. The extent to which the Y. M. C. A. instructors visit their students while at work is much more significant than the extent to which these instructors assist students to secure positions. Visiting the student at his work gives the instructor a double opportunity for increased service. This would be advantageous to the student, who can be helped by the personal interest of such a man, and would also give the instructor the opportunity to test the effectiveness of his methods of instruction when applied under actual commercialized conditions. Undoubtedly one reason why so few of the Y. M. C. A. instructors visit their students at work is that they are carrying two positions and are thus prevented from making such visits. The employment of a larger proportion of teachers giving their full time to the Y. M. C. A. work would make it possible for schedules to be so arranged that more of this follow-up service with its double benefit could be done by regular instructors.

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## RELATION OF TEACHERS TO OTHER Y. M. C. A. ACTIVITIES

### *Membership in Y. M. C. A.*

Fifty-three per cent of the 113 instructors are now members of the Y. M. C. A., 39 per cent are active members, while 47 per cent do not at the present time hold any form of membership. Twenty-eight instructors (one-fourth) hold physical membership in the Y. M. C. A. These facts are significant in showing that Y. M. C. A. instructors are very frequently secured for the purpose of doing a specific piece of instruction. This is done on a commercial basis and is not primarily inspired by a desire on the part of the instructor to render any particular service related to the ideals of the Association. When the instructors were asked to check the other Y. M. C. A. privileges of which they made use at least once in the preceding month, the only four privileges that were used by more than a fourth of the instructors were the library and reading rooms, the social rooms, the restaurant, and the concerts, lectures and entertainments. The same conditions undoubtedly exist for a number of the instructors that prevail for students in educational courses, namely that they come to the building for a specific lecture period and have very few other opportunities to use any of the Y. M. C. A. privileges. When asked concerning their activities in religious instruction, 79 per cent of the teachers stated that they do not serve the Y. M. C. A. in teaching Bible classes, nor do they conduct such classes in any other religious school. Only two instructors teach in Y. M. C. A. Bible classes and only eight others teach in Bible classes or Sunday school classes outside of the Y. M. C. A. These reports show the very clear separation between the educational classes and the religious activities of the Y. M. C. A.

### Y. M. C. A. EDUCATIONAL, ADMINISTRATIVE AND SUPERVISORY STAFF

A questionnaire intended to secure detailed information concerning the nature of their work was sent to the educational secretaries, assistant secretaries, principals, registrars and other supervisory officers. Complete returns were received from the Harlem and Twenty-third street branches. Less than half of the blanks were returned from the other branches. The incompleteness of the returns makes it impossible to use them with any assurance that they show the situation for New York City. Because of this limitation, only those findings which the partial returns seem to warrant will be given and no statistical treatment will be attempted. Of the 12 answers received from officers who are distinctly administrative or supervisory, five have A.M. degrees and three have A.B. or B.S. degrees. This would indicate that these officers are better trained as a group than the instructional staff. One very noticeable thing about this training, however, is that it is academic or special and in only rare instances includes courses in education. Three of the five master's degrees reported were secured in Teachers College, Columbia University, and

therefore represent at least a year of graduate work in education. One of the men not holding an academic degree is a graduate of a state normal school.

### *Educational Experience*

Eight of the 23 replies received report teaching experience. Four had held administrative positions and four teaching positions only. Experience in teaching in the Y. M. C. A. varies from those who were working for the first time to others with 17 years' experience in this field.

### *Distribution of Time*

The variation in size between the Y. M. C. A. branches makes a comparison of time given to various duties of little value. In the West Side Branch, for example, one man gives 60 per cent of his time to interviewing new students, while in smaller branches that work would require a much smaller proportion of time. Some things, needing more careful analysis, were indicated by the time distribution in some of the individual reports. The following examples are cited: (1) The director reporting the largest percentage of time for supervision gave but a total of 14 per cent to all classes, day and evening; (2) one branch secretary gives two-fifths of his time to the preparation of publicity material and organization and promotion of new courses; (3) one branch secretary spends 14 per cent of his time answering correspondence and but 2 per cent in preparing financial and educational reports; (4) the largest percentage of time spent by a branch director in conferences with individual teachers was 8 per cent, while 5 per cent was the modal figure for all branches; (5) none of the administrative officers was taking any extension courses; (6) only one was giving as much as 3 per cent of his time to "preparing for and conducting teachers' meetings." The evaluation of the services of these administrative officers in the several fields should be made a matter for study and experimentation by the City Secretary of Education, the Secretary of Statistics and Research, and the educational secretaries of the branches. Such studies would result in a more economical use of time by these administrative officers and probably in definite increase in the efficiency of educational offerings.

### *Professional Self-improvement of Administrative Officers*

Only three of the reports indicate any systematic attempt to improve "educational qualifications" of these officials. The recommendation is made that educational secretaries should pay more attention to the educational phases of their work, in other words, they should be primarily educational administrators. Further support for this recommendation comes from the number and list of educational books read by administrative officers during 1922. Only 13 educational books were reported read by five officers. (Two reported "many others" after the lists of five and three books given.) In four cases the books were 1922 issues. In an

equal number of cases the books were from 15 to 25 years old and contained material which recent scientific experimentation in education has discredited. These men as educational leaders for their groups should be expected to keep in touch with the professional developments in education and particularly with those phases related to the work being offered in their branch. The tasks assigned to administrative officers should allow time for professional reading and improvement.

In the matter of professional reading in the technical field represented by the subjects which some of them teach the record is very much better; more books are read and they appear to be more carefully selected. The material is also much more recent. While this is commendable, it shows that many of the administrative officers as well as the teachers are primarily technicians and only secondarily educators. Five of this group contributed articles to magazines. Four attended national or state conferences.

### *Supervisory and Other Duties*

Ten of the officers report supervisory visits varying from 12 to 200 in number and from 5 to 45 minutes in average length. A supervisory visit of 15 minutes is most commonly reported. Only one of the 23 members of this group reports any visits to last year's students in their present places of employment. Eight of the administrative officers report that they secured positions for a combined total of 166 students. Only two of the eight consider that it is a "part of their regular duties" to secure positions for students in their branches.

## RECOMMENDATIONS

1. That salaries sufficient to secure the best teachers available for each subject be paid.
2. That where possible teachers be expected to teach two-hour sessions in evening classes.
3. That in selecting teachers attention be given to (a) academic preparation, (b) training in education, (c) teaching experience in addition to experience and training in the trade or profession to be taught. When trade training is adequate, preference should be given to the candidates with the best academic and professional training.
4. That time schedules for subjects be arranged, whenever possible, so as to use full-time instructors instead of "\$10 a week" instructors.
5. That supervision be put on a constructive professional basis, rather than on an inspectional basis.
6. That instructors be encouraged to participate in "follow-up" and "vocational guidance work," and that this service shall be paid for on an agreed-upon basis.

7. That instructors be encouraged to participate in as many Y. M. C. A. activities as possible.
8. That more frequent meetings of teachers be held, especially for groups with similar problems. These meetings should be definitely planned and only one clearly defined problem should be taken up at each meeting. Routine matters, such as directions for keeping records or preparing reports, should be attended to by means of mimeographed sheets.
9. That teachers be encouraged to take additional training in education or in trade and professional schools, and that the encouragement be in terms of small, permanent salary increments. These salary increases should vary in size with the nature, length and immediate value to the instructor of the courses taken.
10. That provision be made in the educational budget for the employment of capable substitutes who may be called upon to give instruction when teachers are absent and to teach occasionally in order that the regular instructor may visit the work in other branches and other cities.
11. That the plan of offering courses in which the instructor receives a commission or a percentage of the tuition fees be abolished. Only a few such courses were found. If these are desirable, they should be offered on the same basis as all other courses. The percentage plan puts too much emphasis upon making the course popular and too little upon the service actually rendered the students.

## CHAPTER V

### FINANCIAL PROBLEMS

#### SOURCES OF REVENUE

The work of the Y. M. C. A. is supported by (1) voluntary contributions from people interested in its activities, (2) income from endowment funds, (3) rents and other income from dormitories, (4) membership fees of all kinds (including physical department, educational courses, employment service and other small services for which special fees are charged), and (5) a miscellaneous group of "other sources" amounting to less than 5 per cent of the total receipts for the Association. An analysis of the actual income derived from each of these sources as given in Tables 18 and 19 and Chart VI reveals several facts very clearly.

#### *Rapid Growth of Y. M. C. A.*

The first of these in significance is the rate at which the work of the Association has grown, as shown by the regular and rapid increase in "total receipts." The increase from \$436,118 in 1906 to \$1,598,312 in 1920 is an increase of 266 per cent in a period of 14 years.

#### *Income from Permanent Funds*

The income from permanent funds has increased more rapidly than from any of the other sources. This, however, is due to the small base upon which the increase is computed and to the large income-producing bequests in 1915 and in 1919. The increase in this fund is of little significance because it is the smallest of the four regular sources of income—amounting to but slightly more than 6 per cent of the total receipts in 1921.

The increased number and size of these bequests in recent years are shown in Chart VII.

#### *Income from Contributions*

A second important fact results from a comparison of the increases in each of the items, which shows that the income from contributions has not increased as rapidly as the income from funds, rents or fees, and that year by year (as shown by Table 18) it becomes of less significance in the total receipts. This combined with the additional fact that more than half of the receipts is from membership and other fees is indicative that the Y. M. C. A. in New York City is rapidly becoming an institution which is supported by payments from the persons whom it serves. An analysis of the contributions made for the support of the Y. M. C. A. was given in the annual reports up to the year 1921. Some of the elements in these reports are assembled in Table 20. The number of contributors approximately doubled in the ten-year period between 1911 and 1920. The amount received from contributions during the same period increased 93

# SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

**TABLE 18**  
SOURCES OF INCOME—ALL NEW YORK CITY Y.M.C.A.  
1906-1921

Year	Contributions and Collections	Income from Funds	Rents and Dormitory Receipts	Membership Fees (All kinds)	Other Sources	Total *** Receipts
1906 . . . . .	\$98,421*	\$12,475*	\$124,418*	\$176,783*	\$24,091*	\$436,188*
1907 . . . . .	102,890	13,698	142,808	191,828	24,359	475,583
1908 . . . . .	110,178	13,211	142,835	178,949	19,534	464,707
1909 . . . . .	111,665	13,293	137,057	211,708	29,270	502,993
1910 . . . . .	116,335	13,341	140,739	244,448	31,403	546,266
1911 . . . . .	118,918	14,733	142,641	249,239	27,740	553,271
1912 . . . . .	131,903	14,850	167,048	263,398	35,480	612,679
1913 . . . . .	113,158	15,083	190,464	273,857	51,325	643,887
1914 . . . . .	118,827	14,888	200,951	281,162	48,838	664,666
1915 . . . . .	114,721	24,426	214,175	313,915	44,721	711,958
1916 . . . . .	127,991	30,074	251,656	398,343	56,438	864,502
1917 . . . . .	127,573	46,068	237,543	437,414	56,363	904,961
1918 . . . . .	162,551	49,480	279,870	575,161	68,613	1,135,675
1919 . . . . .	325,081	55,136	308,938	578,894	53,140	1,321,189
1920 . . . . .	229,837	90,834	372,538	839,788	65,315	1,598,312
1921 . . . . .	217,792	102,183	402,206	822,485	##	##

\* All figures are given to nearest dollar  
 \*\*\* This does not include balance from previous year  
 ## "Other Sources" for 1921 not available because of change in method of reporting gross earnings of restaurants and commercial accounts instead of net earnings as in preceding years

**TABLE 19**  
PERCENTAGE OF INCREASE OVER 1906 FOR EACH OF THE  
SOURCES OF INCOME FOR NEW YORK CITY  
Y.M.C.A. 1906-1921

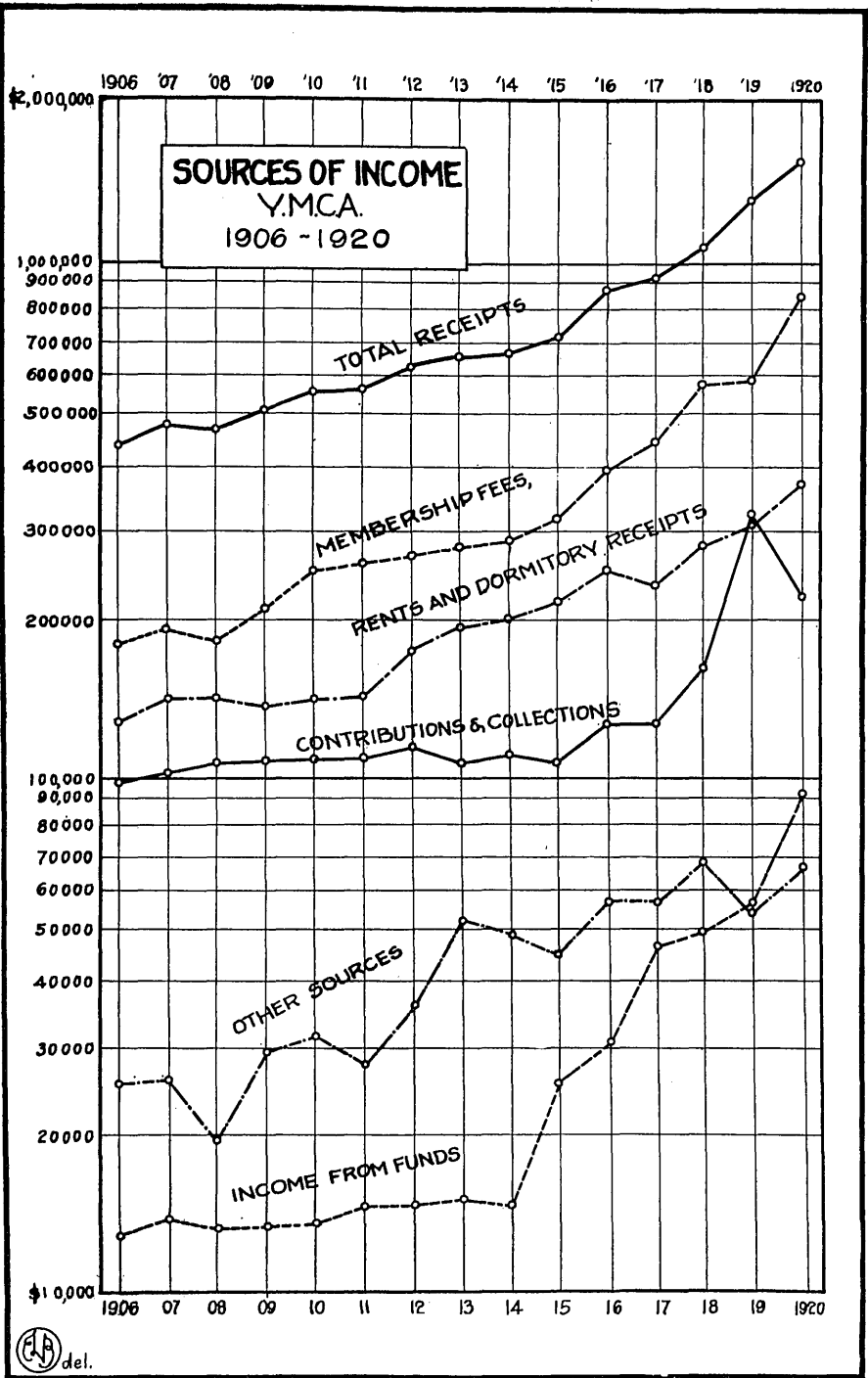
Increase of	Per Cent of Increase Over 1906 for the Period Named in the Item:					
	Contri- butions and Collections	Income From Funds	Rents and Dormitory Receipts	Member- ship Fees (All kinds)	Other Sources	Total Receipts
1907 over 1906 . . . . .	5*	10	15	9	1	9
1908 over 1906 . . . . .	12	6	15	1	-19**	7
1909 over 1906 . . . . .	13	7	10	20	21	15
1910 over 1906 . . . . .	18	7	13	38	30	25
1911 over 1906 . . . . .	21	18	15	41	15	27
1912 over 1906 . . . . .	34	19	34	49	47	40
1913 over 1906 . . . . .	15	21	53	55	113	48
1914 over 1906 . . . . .	21	19	62	59	103	52
1915 over 1906 . . . . .	17	96	72	78	86	63
1916 over 1906 . . . . .	30	141	102	125	134	98
1917 over 1906 . . . . .	30	269	91	147	134	107
1918 over 1906 . . . . .	65	297	125	225	185	160
1919 over 1906 . . . . .	230	342	148	227	121	203
1920 over 1906 . . . . .	134	628	199	375	171	266
1921 over 1906 . . . . .	121	719	223	365	...	...

\* All Per Cents are given to nearest per cent  
 \*\* Decrease

# YOUNG MEN'S CHRISTIAN ASSOCIATION OF THE CITY OF NEW YORK

## CHART VI

SOURCES OF INCOME NEW YORK CITY Y. M. C. A.—1906-1920



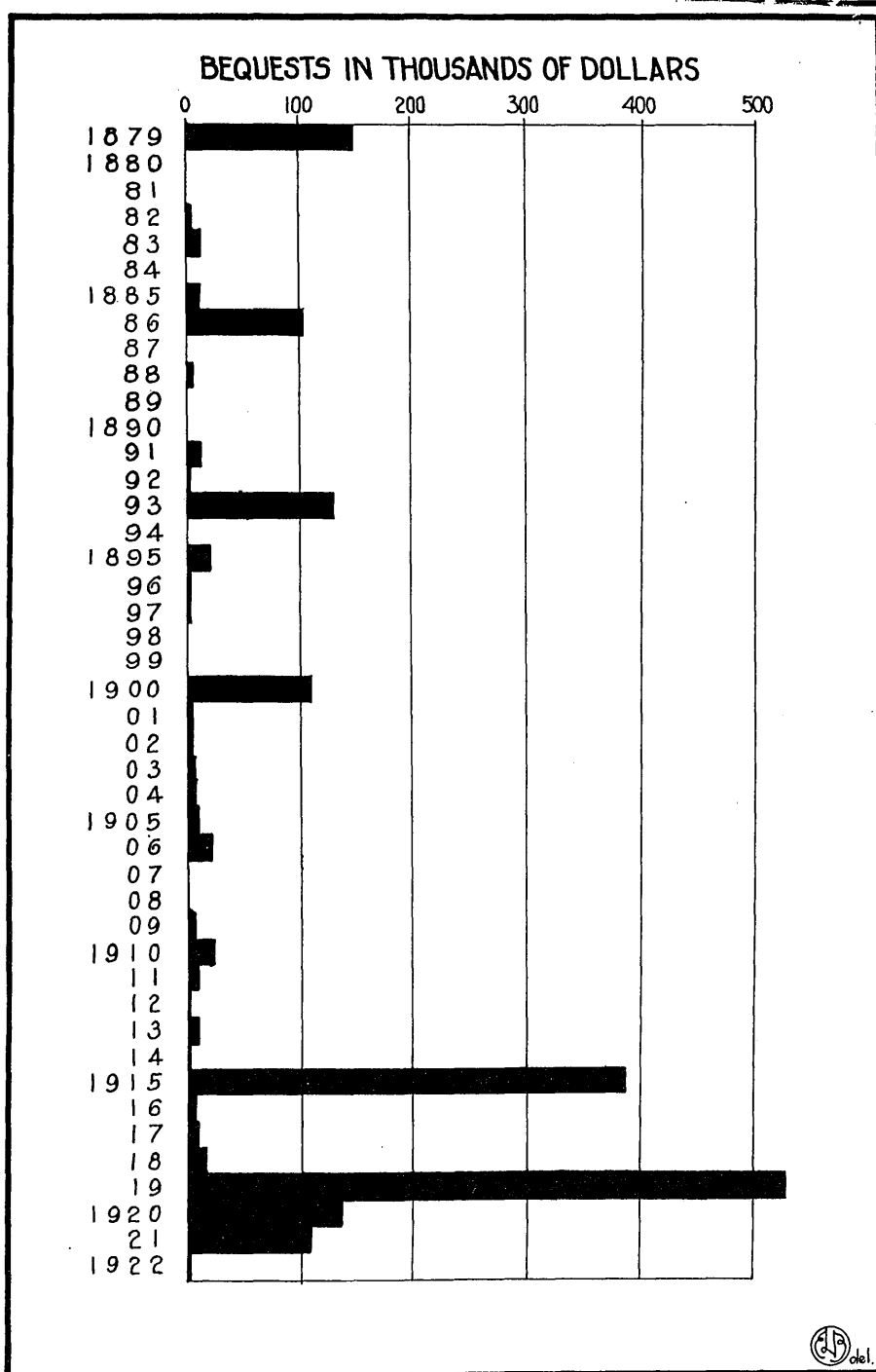


# SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

## CHART VII

BEQUESTS TO THE NEW YORK CITY Y. M. C. A. SINCE 1879 SHOWING  
YEARLY TOTALS

(1922 to April 30th only)



# YOUNG MEN'S CHRISTIAN ASSOCIATION OF THE CITY OF NEW YORK

per cent. Except for the slight decrease in the average size of gifts "over \$100," the contributions have remained comparatively uniform and represent a rapidly increasing number of supporters.

TABLE 20  
NUMBER AND AVERAGE SIZE OF CONTRIBUTIONS MADE FOR THE SUPPORT  
OF NEW YORK Y.M.C.A. WORK OVER A PERIOD OF YEARS

Year	Total Number of Contributions	Number of Contributions Over \$100	Average of Contributions Over \$100	Average of Contributions Under \$100	Average of Total Contributions
1911.....	2665	232	\$343.58	\$12.70	\$41.50
1912.....	2875	256	340.76	12.90	42.09
1913.....	2673	230	318.77	12.86	39.18
1914.....	3148	229	340.52	12.12	36.01
1915.....	3039	224	327.76	12.08	35.35
1916.....	3525	257	321.44	11.89	34.46
1917.....	3102	244	367.19	12.83	40.70
1918.....	3395	332	334.39	13.93	45.27
1919.....	4350	483	306.99	14.04	46.57
1920.....	5299	522	318.60	12.34	42.51

## *Consistent Growth in Total Receipts*

Another significant fact is that with one or two exceptions the growth in total receipts has been remarkably steady and consistent from all of the sources. It would seem that this is indicative of a conservative policy of administration on the part of the Y. M. C. A. directors and a steadily growing confidence in and demand for the service which the Association has undertaken to render.

## *Relation of Tuition Fees to Other Fees and Total Receipts*

No small part of the increase in total Y. M. C. A. receipts has been due to the tuition fees from the educational courses. Table 21 indicates that the tuition fees have increased from 43 per cent to 61 per cent of the total fees and from 18 per cent to 30 per cent of the total receipts. The educational work of the Y. M. C. A. at the present time is furnishing nearly one dollar of each three of the total receipts of the Y. M. C. A. and two out of three of those received from all fees.

From a recent and relatively small beginning, the educational work of the Y. M. C. A. has thus become its largest undertaking, both in terms of people served and in terms of the percentage of total income produced. This fact, even if unsupported by findings from other phases of the survey, would justify the recommendation that the Y. M. C. A. must seriously consider its interest in educational work and formulate a definite policy toward such work. Every department of the survey has given evidence that no such policy now exists and, further, that there is at present very little agreement among the Y. M. C. A. leaders on what the policy should be.

# SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

## TABLE 21

COMPARISON OF NEW YORK CITY Y.M.C.A. INCOME FROM EDUCATION  
TUITION FEES WITH OTHER FEES AND WITH TOTAL RECEIPTS  
1911 to 1921

Year	Membership Fees All Kinds	Educational Tuition	Total Receipts	Per Cent of Total Fees From Education	Per Cent of Total Receipts From Education
1911.....	\$249,239*	\$106,487	\$581,566	43	18
1912.....	263,398	115,800	633,886	44	18
1913.....	273,857	122,818	669,017	45	18
1914.....	281,162	126,025	685,202	45	18
1915.....	313,915	143,936	733,153	46	20
1916.....	398,343	174,252	897,984	44	19
1917.....	437,414	200,866	929,968	46	22
1918.....	575,161	334,550	1,166,862	58	29
1919.....	578,894	295,155	1,359,584	51	22
1920.....	839,788	472,260	1,598,312	56	30
1921.....	822,485	498,930	**	61	**

\* Figures are given to nearest dollar and to nearest per cent

\*\* Comparable total receipts not available—see note Table 18

### *Y. M. C. A. Policy Toward Education*

Several attitudes toward the educational work of the Y. M. C. A. are current, each with its ardent advocates within the Association. Some of the most common are the following:

1. That educational work is a worth-while service but not distinctly an activity of the Y. M. C. A. and therefore should be maintained only if it can be made to pay for itself.
2. That educational classes are primarily for the purpose of getting more members for the Y. M. C. A., who will be influenced, not only by the way the courses are taught, but also by the other activities of the Association.
3. That educational courses should be made to pay for themselves and in addition provide a substantial profit to the Association; in other words, be one of the sources of revenue for the support of other activities.
4. That educational work is as distinctly an activity of the Y. M. C. A. as any other form of service. Those holding this position maintain that the educational work may be made to contribute to the fundamental purposes for which the Y. M. C. A. is organized, as well as the other lines of service which the Association carries on. In accordance with this view, the educational needs of members would receive primary consideration.

Other views on this relationship have been expressed, but they do not so directly involve the financial policy for educational departments as do the above.

Those holding the first point of view would expect the several educational departments to fix the tuition fees as low as possible in order to cover the costs of the department, pay for the necessary advertising and the proportionate amount of the overhead charges.

Those holding the second point of view would be willing to have the educational departments expand as much and as fast as they can and would be willing to have them show a deficit which would be considered in the same light as any other expense incurred in getting more members in the Association.

The third attitude puts a definite premium upon such elements as large classes, relatively cheap instruction, meager equipment, effective and extensive advertising, little or no supervision, higher tuition charges, unwillingness to make refunds or transfers, limited employment service and relatively no guidance or follow-up after courses are completed. Most of these undesirable elements are involved, though to a less degree, in a policy based upon the first of the above points of view. Any policy which aims to make the educational departments of the Y. M. C. A. either self-supporting or profit producing, if consistently followed, will result in the exploitation of this department. This in turn will result in the sacrifice of efficiency to numbers and of service to dollars, both of which will react unfavorably upon the Association and its other activities.

The fourth point of view given above is the one approved by the survey staff, as justifying the Y. M. C. A. in continuing its educational activities. If this attitude is adopted, the work of the education department becomes as definitely as any other department a service to the young men of the city and particularly to the members of the Association. Under these conditions educational courses might be expected to make these men more efficient economically, socially and morally. The acceptance of a policy of this kind would relieve educational secretaries of the present pressure to make both ends meet and would put the decision relative to a new course on the basis of the service it would render, and not on the basis of whether it could be made to pay. On this basis education would be as much entitled to support from the general contributions and other funds of the Association as are the departments of religious work, boys' work, or social work.

#### *Relation of Educational Membership to Bible Classes*

A crude measure of whether educational classes should be conducted for the service they render or for their effect upon other Y. M. C. A. activities was obtained by comparing the enrolment and total attendance in educational classes over a period of years with similar figures for Bible classes. These facts for the eleven-year period from 1911-12 to 1921-22 are assembled in Table 22, and the most significant facts graphically presented in Chart VIII.

When the number of different students enrolled in educational classes is compared with the number enrolled in Bible classes, it is not clear that

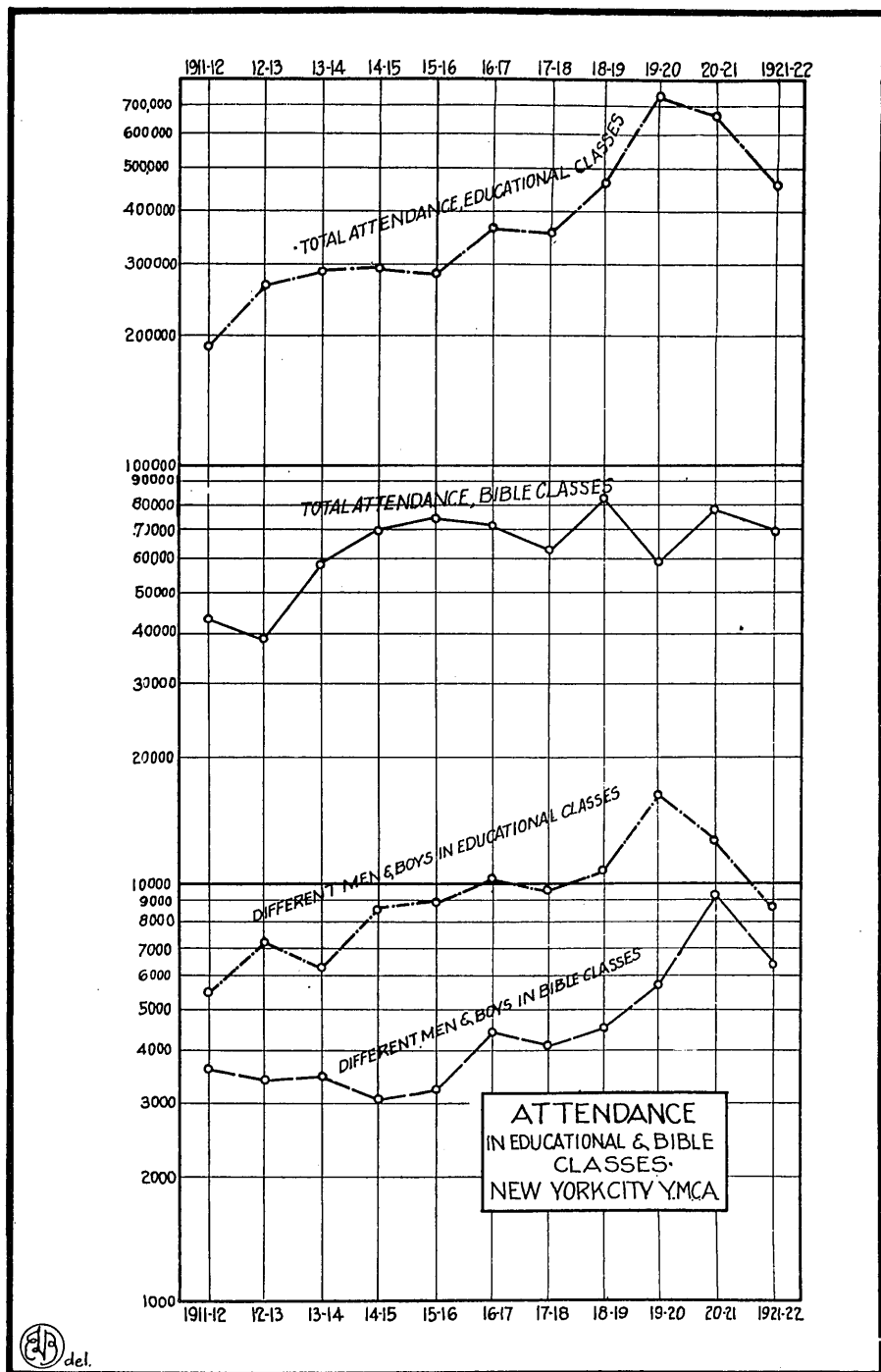
TABLE 22  
STATISTICS FOR NEW YORK CITY Y.M.C.A.

Year Ending April 30th	Y. M. C. A. Membership		Educational Classes					Bible Classes			
	Members Men	Members Boys	Different Subjects	Number of Classes	Number of Paid Teachers	Different Men and Boys in Classes*	Total Enrolment in All Classes	Total Attendance	Number of Bible Classes	Different Students in Bible Classes	Total Attendance at Bible Classes
1911-1912...	15,368	1,976	68	229	136	5,392	6,878	189,947	196	3,492	42,313
1912-1913...	16,152	2,371	78	356	186	7,144	9,428	263,888	161	3,298	39,656
1913-1914...	16,403	2,192	85	386	163	6,127	9,543	292,381	186	3,295	58,757
1914-1915...	16,950	2,080	88	451	150	8,623	13,209	298,951	212	3,038	69,622
1915-1916...	20,241	2,729	87	622	174	8,994	13,582	288,508	207	3,121	73,704
1916-1917...	23,931	2,675	91	688	168	10,199	13,224	359,409	296	4,325	70,753
1917-1918...	24,282	2,744	78	504	137	9,586	13,320	342,256	179	4,099	61,067
1918-1919...	22,921	3,303	75	670	186	10,635	13,198	454,702	194	4,327	81,555
1919-1920...	28,075	3,236	87	630	227	15,509	21,209	738,787	145	5,826	59,524
1920-1921...	28,321	3,193	77	341	224	12,745	17,092	663,965	144	9,297	78,848
1921-1922...	25,773	3,143	92	379	191	8,819	10,597	456,231	124	6,245	69,815

\* The figures in this column do not agree with those given in Table 1 page 6. These are for the city; those were for five branches only. The greatest difference occurs in 1919-1920 when there were nearly 6000 different students at the Army Branch.

CHART VIII

COMPARISON OF ATTENDANCE IN EDUCATIONAL AND IN BIBLE CLASSES  
NEW YORK Y. M. C. A.—1911-1922



there is any relation between the two. Since the chart is drawn upon logarithmically ruled paper, the growth of the two groups may be compared by the inclination of the lines. The lines representing the numbers of different men show only general agreement, and in three of the years show exactly opposite tendencies, that is, an increase in one group with a decrease in the other. In two other years the rates of increase and decrease are quite unequal. In comparing the total attendance in the two groups, the disagreement is even greater than in the number of different students. In five of the ten years involved, the tendencies of the two groups have been in exactly opposite directions—the attendance in one group decreasing as the other increased, or vice versa. In four of the remaining five years, the rates of increase have been very unequal, while in only one year has the increase been proportionate between the two groups. This would seem to indicate that other causes affect enrolment and total attendance in education and Bible classes and that increased enrolment in educational work does not definitely result in increased enrolment in Bible classes. The data presented in Chart VIII and Table 22 tend to show that educational courses probably serve a group distinct from the Bible classes.

#### *Relation of Membership Fee to Educational Department*

One of the perplexing smaller problems of the Y. M. C. A. in its educational work is the necessity for having all students in the educational courses become members of the Y. M. C. A. Studies have shown that a majority of the students in many of the courses are not Y. M. C. A. members at the time of enrolment in the course. Many of these men do not avail themselves of any of the privileges of the Y. M. C. A. aside from the course that they are taking. For these men the membership fee becomes an addition to the tuition fee. These fees have not been credited to the educational department, but have gone to the general support of the Y. M. C. A. Branch. There is no doubt but that this has amounted to as much as thirty thousand dollars in a single year. It is consistent with other recommendations of the survey staff that the educational work should be offered primarily as a service to the Y. M. C. A. members. It is also desirable that the Y. M. C. A. in its general organization should provide the additional buildings when such are needed, and care for the necessary overhead involved in the educational work in the same way that it does for other departments within the regular building. Many of the students in educational courses are so situated that it is practically impossible for them to take advantage of the Y. M. C. A. privileges to which the membership fee entitles them. These students would be better satisfied with their membership in the Y. M. C. A. if some special adjustments could be made for them. In this connection it is recommended that the Y. M. C. A. provide different types of membership.

For example, a student wishing to enroll in an educational course who was not previously a member could express preference at the time

of enrolment for a membership which would (1) entitle him to the regular membership privileges, or (2) entitle him to special employment service, or (3) entitle him to at least the initial group of counseling services. In addition to this, membership would entitle the student to any of the services of the Y. M. C. A. where the service is accompanied by a supporting charge, such as cafeteria privileges, use of barber shop, use of social rooms and the like. If such memberships were available to the student, he would feel at all times that he was receiving full value for his fee and the Y. M. C. A. would escape the criticisms from many of its educational students which it inherits under the present plan of procedure. In cases in which a course requires less than a year for its completion, the amount of the fee charged for membership for those who desire only educational service should be adjusted to the length of the course.

*Relation of Educational Fees to Attendance in Educational Courses*

After the Y. M. C. A. has determined upon the policy which it will follow in regard to its educational courses, one big problem remaining unsolved will be the determination of the tuition fees for the several courses. This naturally will be affected by the policy selected. One policy would make it necessary to charge all that the market would stand, while another would fix the tuition fees at a point where they would make the courses available to those who need them without too much regard to the profit and loss involved. Tuition fees for various courses have been raised from time to time in recent years. These increases have been made because of increased costs in all forms of service and also, in a few instances, because of increased demands.

The relation of income from tuition fees to the attendance in educational classes is shown in Chart IX. An adjustment was made in this chart for the fact that the fiscal year for which the receipts from tuition fees are reported ends December 31st, while the attendance figures are for the year ending April 30th.

In this chart five of the ten years show tendencies in opposite directions. For example, the total attendance increases while receipts from tuition fees decrease, or receipts increase while attendance decreases. The same thing is true when receipts from tuition fees are compared with the number of different men and boys enrolled in educational classes. It is evident from this chart that the increases made from time to time in tuition fees for the purpose of making the receipts comparable to the increased costs were usually from half a year to a year behind the actual need. As a result, in one case we have tuition fees increasing, while the total attendance-hours drops over 200,000.

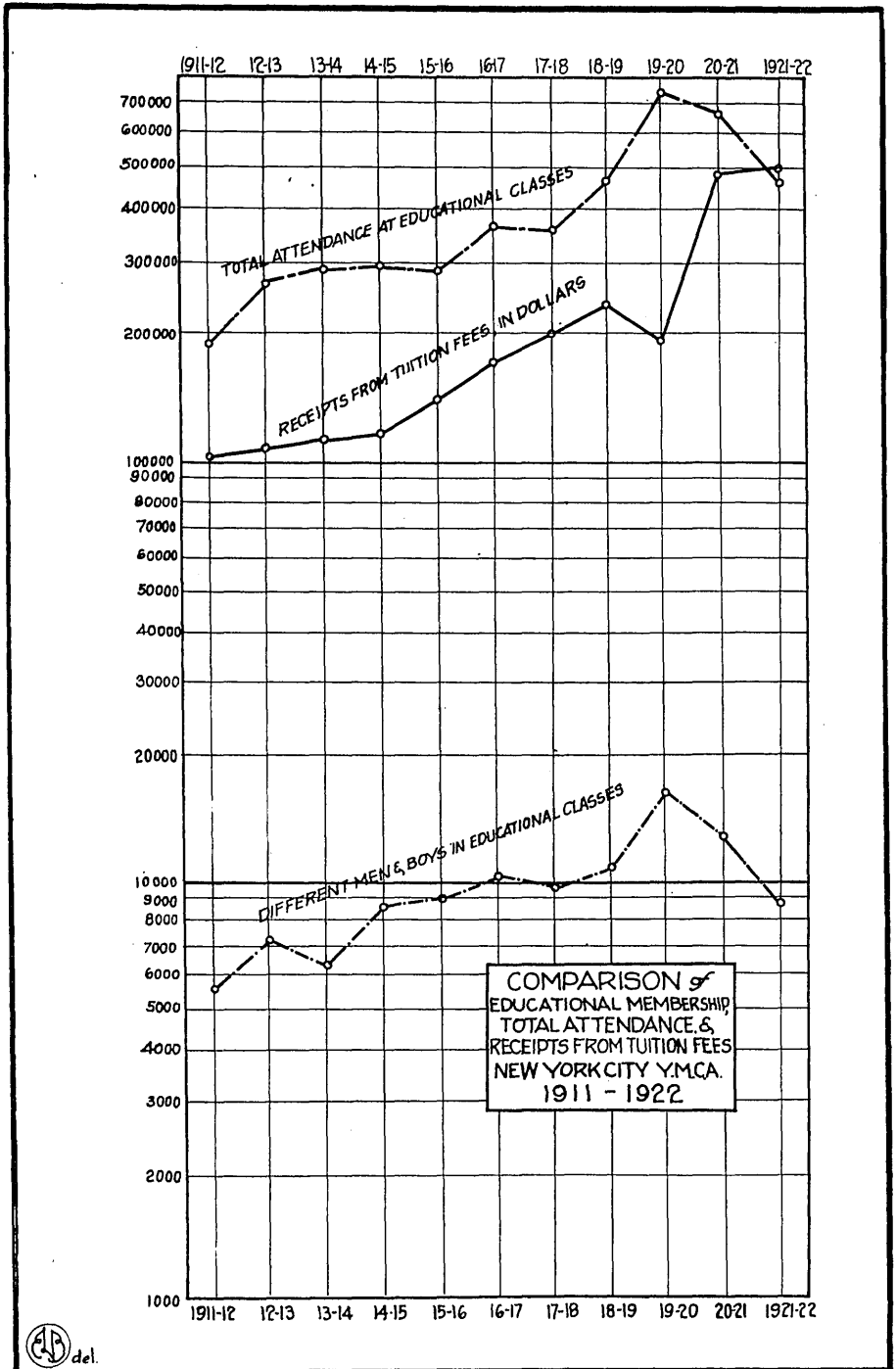
Because of the complications between the "fiscal year" for the New York Association, the "educational year" for the educational departments and the "international year," it is next to impossible to secure comparisons from year to year or between the situation in New York and other cities. These three bases for reporting put a heavier handicap upon the educa-



# SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

## CHART IX

COMPARISON OF EDUCATIONAL MEMBERSHIP, TOTAL ATTENDANCE AND RECEIPTS FROM TUITION FEES, NEW YORK Y. M. C. A.—1911-1922



tional department than upon any of the others, since every school year involves two "fiscal years" and two "international years." Unless some agreement can be reached by the city Board of Directors and the International Association, definite provision should be made in the New York organization to allow the educational departments a reserve fund on December 31 composed of all tuition fees paid that year and unearned by that date to be paid out as instruction is given in the new year. In this way the promotional costs, if the educational departments must continue to bear them and other costs, as for new equipment and the like, would be borne by the income from students attracted by the advertising in the one case and using the equipment in the other. In addition to this, it is very desirable that the financial statistics concerned with educational work should be collected in such form as would make it possible to segregate the financial facts from any "fiscal years" and make them cover the same period as the educational statistics. In this way it would be possible to make the various unit cost studies which should be made from time to time to assist the administration in determining the desirability of given courses.

#### BUDGET PROCEDURE

The way in which the budget is prepared and administered is one of the most reliable indices of the progressiveness and efficiency of any school system or school unit. The use of the budget to this end necessitates the answer to the following questions: (1) By whom made? (2) On what basis estimated? (3) By whom reviewed? (4) Who has power to modify it? (5) What items are subject to modification and to what extent? (6) Who administers the approved budget? (7) What freedom is allowed for transfer of budgeted items? (8) To what extent are budgetary limits maintained? Answers to these questions were sought in three of the branches and from the city officials having most to do with the budgets for the branches. Considerable variety was discovered in minor practices, but the general plan of preparing and administering educational budgets is fairly uniform for all the branches. Most of the questions raised at the beginning of this section will be answered as the plan of budgetary procedure is outlined.

The following steps in preparing, adopting, and administering the educational budget apply, with but slight modifications for size, to all the Y. M. C. A. branches.

1. The educational budget is prepared by and under the direction of the educational secretary of the branch.
  - a. In the larger branches the directors of schools or special divisions such as law, auto mechanics, sign painting or the McBurney School are asked to prepare budgets for their respective schools and these are assembled and adjusted by the educational secretary.

## SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

- b. Practically all educational budgets are based upon the actual expenditures of the year just previous. This practice assumes that the educational work of any one year will be the same as the educational work of the year before, at least in cost.
  - c. New courses are rarely provided for in the budget. They are authorized when it is felt that the course is needed and the demand will justify it. This principle enables the educational secretaries to introduce new courses at any time during the fiscal year without having to plan specifically for them at the time the budget is proposed.
2. After the educational budget is prepared it is presented by the educational secretary to the standing committee on education of the committee of management of the branch. The executive secretary is an *ex officio* member of this and all other standing committees of the branch. This committee, composed of laymen, reviews the proposed budget and has power to approve, reduce, enlarge, or reject the entire budget or any item of it. In one branch the executive secretary was directly responsible for making the budget for education and, in fact, for all other departments. In this case, as a member of the standing committees, he was better prepared to represent the budget than were the executive secretaries in the other branches. This gain, however, does not warrant taking the preparation of the educational budget out of the hands of the educational secretary.
3. When the budget has been passed upon either in its original or its modified form, it is referred to the committee of management of the branch. Here it is supposed to be discussed in its relation to the budgets for all other departments. So far as any particular branch is concerned the committee of management has complete power to approve, reduce, enlarge or modify in other ways the educational budget as recommended to it by the standing committee on education. The members of the standing committee on education are in practically all cases members also of the committee of management for the branch and are thus given the opportunity to defend the budget approved in committee. The same opportunity exists for the committees on other activities of the branch so that it is unlikely that any one activity will be more generously provided for than another.
4. After the educational budget has been approved by the branch committee of management it is sent to the General Secretary for the city, who passes it to the executive committee of the Board of Directors, of which he is *ex officio* a member. This committee considers the budget in the light of the educational budgets from the other branches as well as the budgets from other departments. Here again the budget may be approved as proposed, reduced, enlarged or otherwise modified.

5. After approval by the executive committee of the Board of Directors, it is referred to the finance committee of the Board of Directors. Here it is considered in the light of previous budgets as well as all proposed budgets for the coming year and is discussed in the light of available and prospective resources. This committee may also approve the budget in the form passed by the executive committee or it may reduce, increase or otherwise modify. Steps four and five on Chart X are often completed simultaneously by having a joint meeting of the executive committee and the finance committee of the Board of Directors.
6. The budget as passed by the finance committee is then referred to the Board of Directors for the Association in New York City. This body finally has absolute power over all budgets and may approve as recommended, reduce, increase, modify or, if in their judgment it seems wise, reject the total budget and eliminate the department or any part of it.

It is noticeable in this plan of budgetary procedure that no provision is made for referring the budget back to a preceding official or committee at any of the steps in the procedure. The finance committee or the executive committee of the Board of Directors may, and occasionally do, refer the budget back to the branch committee of management. This is in no sense mandatory upon these committees, since each successive authority takes precedence over the preceding one. The above procedure is shown graphically in Chart X.

#### *Modification of Educational Budget*

A system of reporting each month the actual expenses to date with a comparison of the budget for the year and the expenditures as of a similar date for the preceding year insures a relatively close adherence to the adopted budget. These monthly reports are carefully checked in the city office and all variations from the adopted budget are called to the attention of the General Secretary. In cases where new courses are approved during the year that have not been provided for in the budget, the expenditures for promotion, new equipment, and instruction are carefully watched in order to avoid, if possible, having the expenditures for the new course produce a deficit for that year.

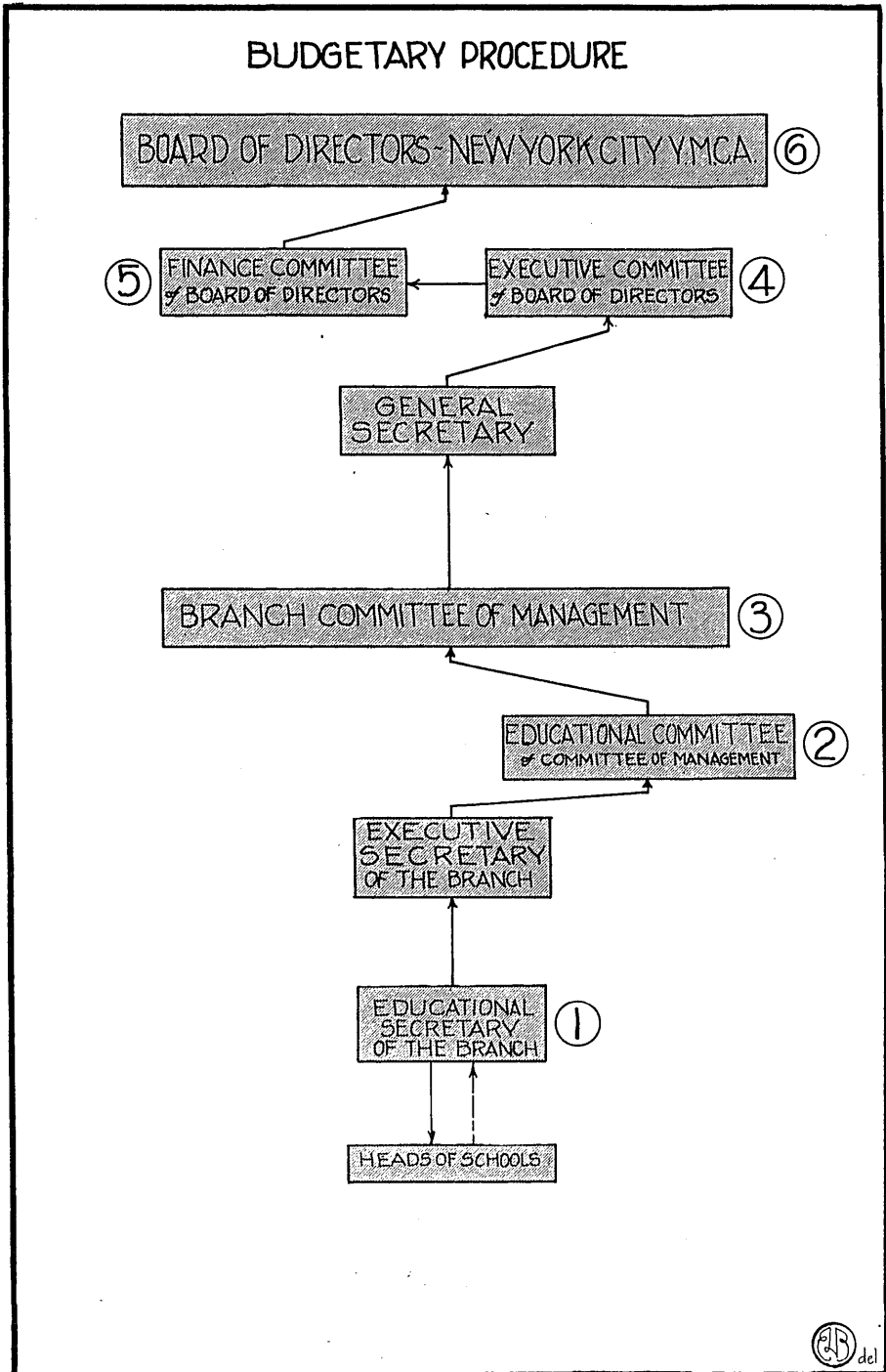
#### *Transfers of Budgetary Items*

All educational secretaries and officials connected with the financial policies of the Y. M. C. A. agree that in theory there should be no transfer of funds between the various items in the budget. An effort is made more conscientiously by some than by others to adhere to this principle. The New York City policy of insisting that all deficits incurred by the departments of the various branches be removed by contributions at the completion of each fiscal year places the emphasis very definitely on the existence or non-existence of a deficit. This emphasis has the effect of

SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

CHART X

PLAN OF BUDGETARY PROCEDURE IN Y. M. C. A. EDUCATIONAL ACTIVITIES,  
NEW YORK CITY—1923



encouraging transfer of items from one section of the budget to another, providing such transfers do not result in a deficit for the total educational budget of that branch.

### *Recommendations of Budgetary Procedure*

1. The basis for estimating the budget of an educational department should be a definite educational program for the coming year's work rather than the expenditures of the present or the previous year.

2. The form of the budget estimate should correspond, at least in its larger items, with the accepted system for recording expenditures. This will permit of all necessary comparisons with the expenditures of preceding years.

3. Definite provision should be made for referring the budget back to the educational secretary in all cases where reductions are proposed, in order that the effect of these reductions upon the work of the educational department may be more accurately presented to the committee. It would be in line with good administrative procedure in all cases where reductions are proposed in the educational budget to have the educational secretary present at the meeting of the committee in order that questions may be immediately referred to him and action expedited, it being understood that his presence there does not in any sense entitle him to a vote.

### SYSTEM OF ACCOUNTING

#### *Administrative Possibilities in Present Accounting of Expenditures*

The system of financial accounting which is in general use for classifying expenditures is based upon the "Report on Uniform Classification of Accounts for Y. M. C. A.'s," in which expenditures are classified on the basis of object of expenditure only. This system requires a monthly statement which compares the income for the year to date with the budget apportionment for that period and with the actual amount spent in the same period the previous year. Table 23 illustrates this form of statement.

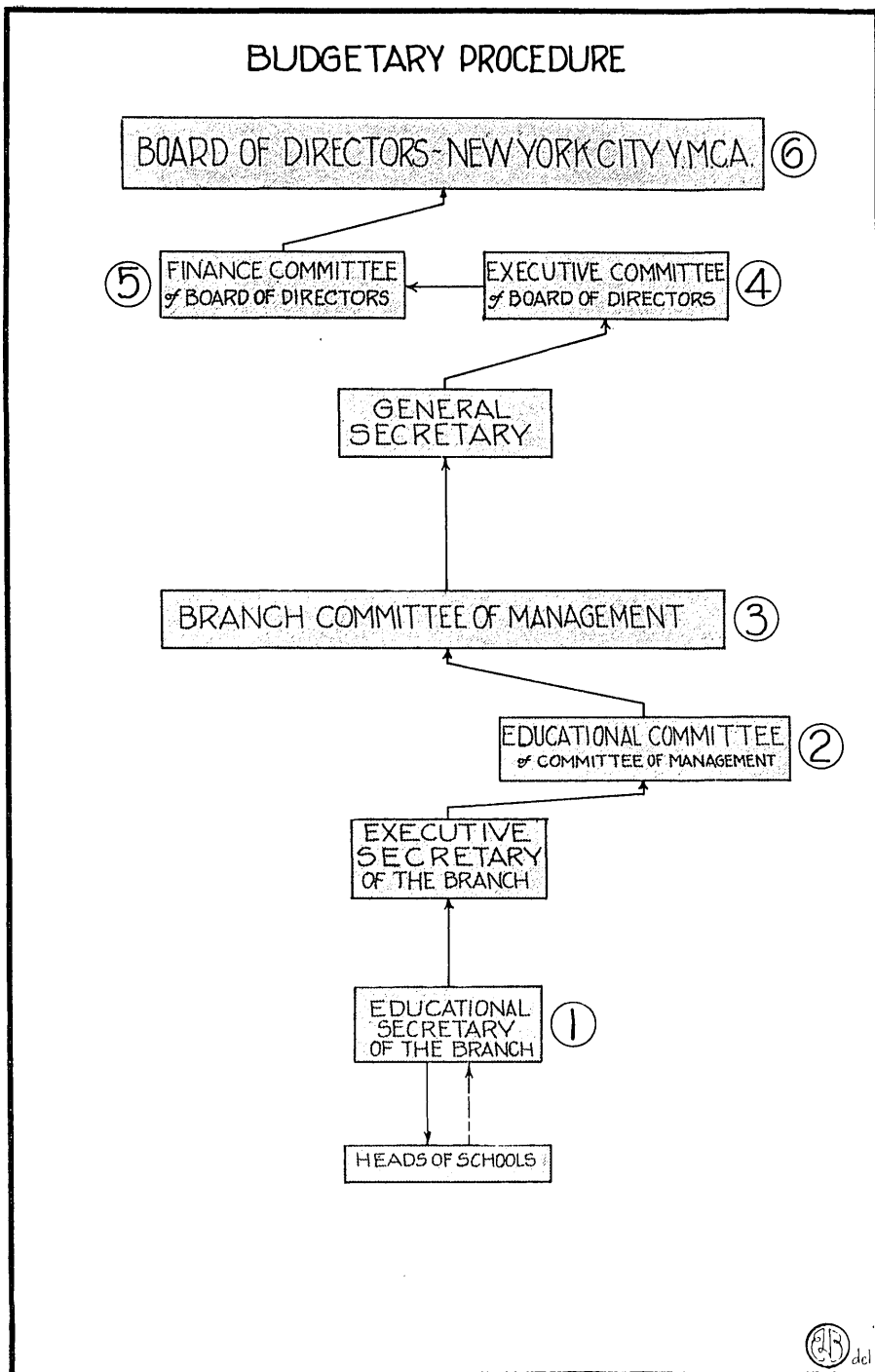
Considering this statement not as a monthly report necessarily, but in the more general sense as a culmination of the accounting system, we may consider its relative merits without regard to what part of it should constitute a monthly report. It is excellent as a complete report for comparing income and expenditures and trends for the year in individual items. It is doubtful, however, if the detailed expenditure items are used, since they tend to lack significance when viewed in such detail. If the report were to carry totals for various functions, such as control, instruction, operation and the like, trends could be studied much more easily because of the fewer items, and variations would be more significant.

The grouping of expenditure items is necessary for a further reason. The highly desirable practice of comparing the percentage of expenditures

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# SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

for various purposes in the several branches is next to impossible with the present plan. With the wide variety of accounts such comparisons, even if the necessary labor were given, would not be valid. What is needed is a few groups of expenditures that will serve as keys to the situation. For instance, taken by itself variations in expenditures for office supplies may be of little significance, whereas if the variation in expenditures going to general control is known, this variation in office supplies may assume an important aspect.

## TABLE 23

### DEPARTMENTAL DETAILED COMPARATIVE STATEMENT OF OPERATING INCOME AND EXPENDITURE (i.e. All Business of the Month)

#### For Period Ending October 31st, 1922

#### East Side Y.M.C.A.—Educational Department

Account No.	Accounts Income	Current Month		Budget for Year	Year to Date		
		This Year	Last Year		Budget (Appor- tionment)	Actual This Year	Actual Last Year
311	Tuition Fees.....	\$8,781	\$7,800	\$81,000	\$67,500	\$77,314	\$78,742
331	Store Fees.....	134	621	5,000	4,167	4,997	7,057
...	Key Deposits.....	2	40	.....	.....	31	40
	Total Income.....	8,917	8,461	86,000	71,667	82,342	85,839
	EXPENDITURES						
413	Salary Director.....	275	375	3,000	2,500	2,712	3,750
	Salary Director.....	283	550	3,000	2,500	2,721	5,487
423	Office Salaries.....	806	825	8,850	7,376	7,208	7,866
414	Fed. Bd. Counsellor....	175	.....	2,100	17,50	1,750	.....
414	Salary-American Secy...	200	.....	2,400	2,000	2,000	.....
...	American Extension....	.....	253	500	417	368	2,800
462	American Carfare & Meals	.....	.....	100	83	78	.....
520	Advertising.....	1,822	1,775	11,000	9,167	9,542	9,531
431	Teachers' Salaries.....	3,706	3,164	37,350	31,125	36,943	29,753
553	Repairs to Equipment...	252	740	600	500	438	2,589
671	New Equipment.....	232	57	2,500	2,083	3,149	5,038
571	Expendable Material....	443	2	2,200	1,833	2,797	71
531	Print. Station. Supplies..	71	12	1,000	833	1,361	1,355
534	Postage.....	91	70	1,200	1,000	549	902
462	Carfares & Incidentals..	39	98	200	167	252	504
692	Receptions & Enter.....	.....	40	400	333	189	338
463	Conferences.....	4	.....	100	83	156	.....
501	Goods bought for sale...	747	734	4,000	3,333	4,313	5,651
661	Building Maintenance...	.....	375	200	167	363	1,134
671	Furniture & Fixtures....	.....	.....	150	125	658	.....
692	Student Entertainment..	68	.....	150	125	108	.....
370	Rent and Overhead.....	417	.....	5,000	4,167	4,167	.....
	Total Expenditures...	9,632	9,070	86,000	71,667	81,822	76,769
	Surplus or Deficit....	715*	609*	None	None	520	9,070

\* Deficit

The difficulty involved in making comparisons under the present plan has doubtless prohibited such comparisons. Such failure to make this use of the reports would explain the increase in non-uniformity in the present supposedly uniform coding system. There is a wide variety in use of codes and accounts that makes the present reports incomparable in detail. The varied practice in reporting expenditures for office help will serve to illustrate this. In 1922 statements, the West Side and Harlem Branches used code number 420 with account "salary for clerical help." In the comparable reports the Twenty-third Street Branch used code number 422 for an account named the same, but this branch used also an additional account, "salary for stenographic help," with 423 as code number. At the same time the East Side Branch used 423 as the code number and named the account "office salaries."

The accounting of other items shows just as great variation. Code 571 is used on four different accounts: (1) class supplies (miscellaneous); (2) class supplies; (3) class supplies and office (other than stationery); and (4) expendable materials. Only a few code numbers are uniformly used.

A further examination of individual accounts in the various branches shows that there is not even as much uniformity as would seem to exist from the few accounts bearing uniform names. In coding expenditures so much of the personal element has entered as to make even seemingly like accounts incomparable. As discussed elsewhere, those studying publicity found a wide variety of practice in coding advertising expenditures. Similar variation was found in examining the office supply and general supply accounts for the first six months of 1922. Items were found in these accounts that gave evidence of a lack of sufficiently detailed definition and too large a degree of dependence on personal judgment.

In the supply accounts of the West Side Branch, such items as shelf, bracket, hinges, cuspidors, post binders, mirror, picture frame, lightning arrestor, charge for caning chairs, time clock service, and auto parts were found. In the Twenty-third Street Branch supply accounts, cuts, negatives, books and chart of nervous system were found. In the East Side supply accounts, were listed battery switches, rental of transmitter, crating arc set, books, bells, "Own Your Home" pamphlets, letter tray, clocks, waste baskets, telephone bracket, and electrical equipment. Many other items were found in the supply accounts which might very well have been classified as equipment, according to individual judgment.

Obviously before adequate comparisons can be made between the educational departments of the various branches, considerable reorganization in the accounting system will be necessary. Some functional grouping of accounts that will make administrative interpretation much more facile should be determined upon and the individual component accounts in these functional groupings should be so defined that variation from branch to branch will be reduced to a minimum.

*Problems Involved in Grouping Expenditure Accounts*

In grouping accounts careful attention should be given to groupings used extensively in school accounting. The use of a classification which parallels the public school system, or one which is so devised that a given class is made up of two or more of the public school accounting classes, will make available large masses of comparative educational cost data from various parts of the country which should be of the utmost value to the educational administrator. Particularly valuable should be such comparisons as per cent of total current expenditure going to instruction and per cent going to general control.

The combination function and character basis used widely in public school accounting classifies expenditures as follows:\*

- (1) General Control. Under this heading are classed expenditures for regulative and executive service, expenditures incident to the activities of the offices of the board of education and the superintendent of schools.
- (2) Instructional Service. Under this are classed expenditures for teachers' salaries, supplies, etc., and for the principal's and supervisor's salaries and office expenditures.
- (3) Operation of Plant.
- (4) Maintenance of Plant (upkeep).
- (5) Fixed charges, such as rents, insurance, taxes and contingencies.
- (6) Debt Service, such as payment of bonds, of short term loans, and of interest. Under this heading refunds of taxes and tuition are also classed.
- (7) Capital Outlay.
- (8) Auxiliary agencies and other sundry activities.

An attempt was made to classify the individual accounts of the Y. M. C. A. used in 1922 on this basis. There were 65 different accounts reported. Taking the accounts at face value, about half of the 65 could be placed in particular classes. About half of those remaining contain items classifiable in both general control and instruction. The others are very general. The miscellaneous account, for instance, might possibly contain items chargeable to any one of the eight functions. There is overlapping in some account or other between any two functional classes of the above eight which may be chosen. This indicates that as the accounts are now used it would not be possible to classify them on this functional basis or any functional classification made up by grouping these functional classes.

To bring about the possibility of classifying these accounts on the above functional basis would necessitate the differentiating of the Gen-

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\*For a detailed discussion of this system see "Handbook of Instructions for Recording Disbursements for School Purposes"—H. C. Case, University of the State of New York, 1917.

eral Control accounts from the other accounts, the classification of such items as carfare, conventions, general supplies, new equipment, and the like according to the functions served, and the doing away with the miscellaneous column, at least as an individual account. With regard to this last point, it is conceivable that an expenditure might be classified as miscellaneous, but there is no excuse for failing to classify it in such a way that at least its function can be determined. In other words, those accounts which may include expenditures having different functions should be kept separate for each function served.

Whatever the basis of classification, the above considerations apply. In addition it is necessary to determine the function of the educational secretary, the function of advertising and the treatment of overhead.

To determine the function of the educational secretary it seems helpful to ask whether he is an administrative and executive officer comparable to a superintendent of schools or a supervisory officer such as a building principal. The answer to this determines whether expenditures for his salary and operation of his office should be charged to General Control or Instructional Expenditures. From an examination of his present duties it seems clear that the former is the case. On this basis attempts to parcel out his time to various departments, such as are being made in one or two branches, are not justified. In cost accounting this should be charged on a per student basis, as per student cost for General Control. If, for instance, costs were figured on a student hour basis, one would divide the cost of General Control by the number of student hours.

The variety of functional placings of advertising, as shown elsewhere in this report, indicates that no clearcut thinking underlies the accounting practices in use. Of the several possibilities three are outstanding. Advertising might be charged as:

1. Instructional Expenditures.
2. Expenditures for General Control.
3. Expenditures for Y. M. C. A. Service.

The first of these, though used, is not justified. Advertising is not an expenditure for instruction in any particular class, and any given class should not be charged with the faults or advantages in a particular advertising policy. The second is tenable if we consider this advertising as comparable to attendance service in public schools, as expenditure for getting into the schools those whom the schools propose to serve. But this would imply that the schools are a separate entity from the Y. M. C. A., which they are not. They exist only to function for the Y. M. C. A. as a whole. If the Y. M. C. A. determines to serve a group of men, say in activity "m" in a series of activities "a" to "z," and advertises unnecessarily elaborately to get men to take part in "m," it would seem that the vagaries of this particular advertising plan should not be charged to activity "m." It should be a general charge to be recorded as a part of the expenses of

Y. M. C. A. administration. The school, according to this reasoning, should not be charged with the advertising as an educational expense. Advertising accounting as an aid to the determination of advertising policy might well classify it according to the courses it is designed to serve, but this should not be confused with expenditure accounting. What it eventually contributes to paying the cost of general administration, and thus of this particular advertising, should unmistakably be to help the Y. M. C. A. function, not "to run the school." The determination of the proper relationship is, of course, necessary from the standpoint of proper cost accounting, but it has other bearings. It appears that this tendency to charge to the school every possible expense tends to make the school feel itself a separate entity and to weaken its feeling of obligation to contribute to the realization of the chief purposes of the Y. M. C. A. The policy of charging advertising to the school tends to throw the responsibility for continued existence upon the school itself instead of upon the Y. M. C. A. where it belongs.

Another question is that of overhead. This involves the accounting of charges for building operation, maintenance and the like. There is a variety of practice with regard to this. It varies from turning over the Y. M. C. A. membership fee to the branch to the payment of several thousand dollars a year rent.

There are two ways of looking at the problems which affect cost accounting of the school differently. These expenditures may be considered as similar to the director's office and treated in the same manner or they may be considered, as we have recommended for advertising, as general Y. M. C. A. expenditures. If the former, the costs should be figured on a per student basis, as suggested for the director's office charges. They should not be allocated to various classes. If the latter, they should not enter into the school accounting, but should be considered as Y. M. C. A. overhead.

The former method would give results more comparable to public school costs, but the method of charging to Y. M. C. A. overhead would seem to be more favorable when the best relationship of the schools to the Y. M. C. A. is considered. This latter method would not necessarily cause a departure from exactness of accounting, since the Y. M. C. A. overhead account could be made in detail, showing all points of incidence desirable.

### *Definition of Accounts*

As indicated in the above discussion, accurate comparisons are impossible without uniform practice in use of accounts. The grouping of accounts is of little use unless the personal variation in coding can be largely eliminated. This can be done to a great extent by the use of more detailed definition of accounts. In the case of supplies and equipment this should go to the extent of formulating an exhaustive list of articles to be considered supplies and another to be considered equipment.

No other scheme has been worked out that will successfully keep a stable line between these accounts. This principle of actually listing items should be followed with every sort of expenditure in the coding of which there can be the least doubt. Take for example the item of typewriter repairs. This was found charged to 530, 531, 571 and 695. In one case extensive expenditures for remodeling the plant to introduce educational courses were charged to educational building maintenance.

### *Subject Cost Accounting*

Subject cost figures are useful for making comparative studies of costs of the same subject from year to year in the same school, from school to school at any given time, and for comparing costs with those of other types of schools. Such comparisons throw the burden of proof on any school or year varying in a marked degree from standards that come to be accepted. This is healthful. It tends to do away with useless differences that cannot be defended and to make more clear-cut those differences that are justified and that make for progress in either economy or service.

Something of this sort is needed. Educational secretaries of the various branches state that courses with the same name are not the same courses as given in the various branches. If these differences are justified, it would seem to be advantageous to name them differently. If they are not justified, why vary them? Similar tendencies toward more clear cut thinking should come from cost comparisons with similarly named subjects in other types of schools.\*

A further use of subject cost accounting is to determine the relative cost of various subjects. A subject that varies markedly per unit served from the trend of costs in other subjects may well be scrutinized with care as to method and results obtained.

Cost comparisons then may well serve as indicators for the need of investigation of the reasons for any wide differences occurring. Standards should therefore be developed by cost studies of all subjects over a period of years. Wherever possible, comparison should be made with costs of similar courses in other schools. Even a few such comparisons will serve as barometers of the general trend of costs.

At the basis of subject cost accounting lies accurate, uniform expenditure and student accounting. Such expenditures as those for teachers' salaries and such attendance records as will give time units per student should be kept for each subject. All branches have the basic attendance data in the form of attendance books, etc., and practically all branches keep some consolidated records in one form or another, inasmuch as such data are required on the monthly statistical report. No definite plan for easily getting at comparable costs was found, however, and as a result no common time unit was used as a basis for attendance reports.

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\*In another portion of this survey it is recommended that duplicate courses should not be offered in different branches.

# SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

The number of periods of attendance is not a usable basis because of the variety in length of class periods. The only usable time basis appears to be the student hours of attendance. These are obtainable from the records kept by multiplying attendance by length of session. This cannot be done in all cases, however, since student hours in attendance in the same subject vary in some cases in length of period. Another difficulty met with in using the collected data was the fact that the expenditure records and attendance records are not always kept for identical groups.

In most cases the data called for on the statistical report sheet should suffice for making studies of teacher's salary per student hour of attendance. On attempts to use these records for the four months, October, 1922, to January, 1923, those from but two branches, Bronx Union and Twenty-third Street, were found to approximate completeness.

Per student cost figures on the basis of teacher's salary per student hour of attendance were obtained for a few subjects, for periods of from two to four months. (Table 24).

This table shows the variations that exist in costs of the same subject in different schools and different subjects in the same school. Variations in the same subjects of from 15 to 68 cents (Accounting I) and of 11 to 50 cents (Bookkeeping) occur, while in one school the variation between two subjects of from 12 to 57 cents occurs (dental mechanics and auto school, West Side).

Obviously this is a matter worthy of attention. Plans should be made that will cause pupil accounting and accounting of expenditures for in-

**TABLE 24**  
**TEACHERS' SALARY COSTS PER STUDENT ATTENDANCE HOUR FOR**  
**SPECIFIED SUBJECTS DURING PERIOD INDICATED**

Subjects	Bronx Union		East Side	Harlem	Twenty-third Street		West Side
	Dec. 1922 Jan. 1923	Oct. 1922 Nov. 1922 Dec. 1922 Jan. 1923	Dec. 1922 Jan. 1923 Feb. 1923	Dec. 1922 Jan. 1923 Feb. 1923	Dec. 1922 Jan. 1923 Feb. 1923	Oct. 1922 Nov. 1922 Dec. 1922 Jan. 1923	Dec. 1922 Jan. 1923 Feb. 1923
Auto School (other than road lessons).....							.57
Architectural Drawing....	.17		.18	.19			
Accounting I.....		.68				.15	
Accounting II.....		.40				.23	
Accounting III.....		.49				.23	
Bookkeeping.....	.11			.23	.50		
Business English.....	.45						
Dental Mechanics.....							.12
English for Foreigners....				.16	.22		.22
Public Speaking.....					.48		.20
Mathematics.....				.27			.22
Spanish.....							.43
Stenography and Typewriting				.18	.24		
Tile Setting.....							.22

## YOUNG MEN'S CHRISTIAN ASSOCIATION OF THE CITY OF NEW YORK

structional service (teacher's salaries, supplies, supervision) to be collected for each subject and a careful analysis of subject cost made at least once a year. The monthly statistical report could be made to cover this with a minimum of change. The revision of this report form that has recently been adopted carries the necessary attendance data in the student hour column. It eliminates, however, the expenditure column.

A plan suggested by a secretary of the United Y. M. C. A. Schools for figuring costs on the basis of deficits only promises to be a useful device in throwing further light on such an analysis.

### *Recommendations*

1. Expenditure accounts should be thrown into functional groupings.
2. Reports should show total expenditure for each function.
3. Accounts corresponding to various code numbers should be defined in such detail that there will be uniformity in their use throughout the city.
4. In determining functions, expenditures for the educational secretary's office should not be allocated to individual classes.
5. In determining costs, expenditures for the secretary's office should be expressed on a per student basis.
6. Advertising should be made a general branch charge, not an educational charge. Detailed allocation under this heading will make possible the studies necessary for determining future policy.
7. Overhead should be handled as one account for the branch.
8. There should be formulated detailed lists of supplies and equipment giving the code number for each item. This method should be applied to other troublesome items.
9. Records should be so kept that relative expenditure for instructional purposes (salaries, supplies and supervision) can be obtained for each subject.
10. Cost figures for each subject should be collected from year to year to serve as guides or standards.
11. Costs should be figured on the basis of per student hour of attendance.
12. The monthly statistical report should carry the expenditures for instructional service for each class, as well as the per student hours of attendance.

## PURCHASING

The variety of personnel involved in purchasing in the different branches is pretty largely accounted for by the varying amounts of business to be done. The actual purchasing machinery, except where too closely tied up with the committee of management, appears to function



well in so far as requisition order systems are concerned. Except in the case of the West Side, however, the amount of actual business to be done does not justify systems sufficiently elaborate to make it advisable to handle purchasing individually for each branch. Only the West Side has been able to develop a system that promises efficient buying. Undoubtedly the plan now developing for cooperative action should be superseded by a central purchasing office which would relieve the individual branches of a load that cannot be economically carried. This central office should be established for the sole purpose of insuring economical buying. It should not be given the power to veto requisitions. The responsibility for ordering suitable goods in right amounts should be left with the proper officers in the individual branches. All educational supplies should be requisitioned by the educational secretaries and the purchasing agent should not have authority to change any of the specifications without first securing the consent of the educational secretary signing the requisition.

The relationship of the committee of management to the expenditure of money shows interesting variations. Charts XI and XII show the most extreme contrast, that between the West Side and East Side. The West Side, without any further ceremony, after the educational secretary has O.K.'d the order, takes the necessary steps to purchase. The executive secretary and committee of management do not come in until the goods are received and checked and the warrant is ready to be signed. The receiving of the voucher by the committee of management does not hold up anything but the final filing of the vouchers.

At the East Side the case is quite different. The executive secretary's signature is required before an expenditure of \$10 or less is made. If an expenditure of from \$10 to \$50 is involved, the requisition must go to the educational committee in addition. If it involves an expenditure of more than \$50 still another group of laymen, the finance committee, must pass upon it. After all of this, the purchase may be made and finally the warrant must be signed by the treasurer, a layman.

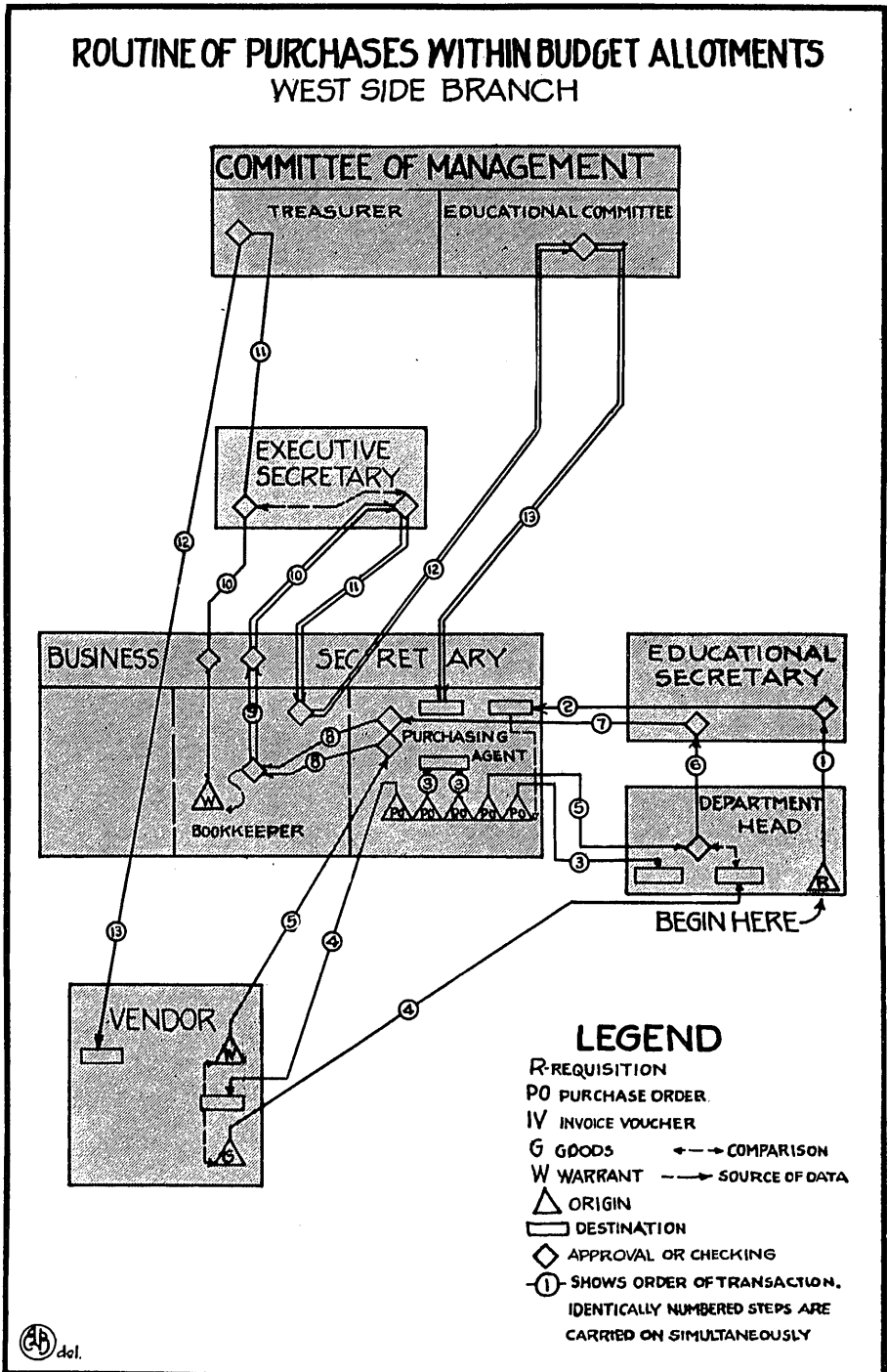
This latter system appears to be over careful. When a budget has been determined upon and the proper officer has a check on the way it is being expended, all of the extra precaution would seem unnecessary.

One of the difficulties that is claimed to be inherent in the hand to mouth method of financing the schools is that purchases must be made largely piecemeal. There is no annual or other periodic requisition required that would make it possible to purchase in larger quantities and give a longer period for investigation, except at the Bronx Union.

The objection raised to this method is the lack of storage space. To overcome this, the plan of contracting to buy all of a given supply that is used over a period of time from a given company should be given consideration. It has been used very successfully in public schools in this vicinity. This makes it possible to get out a list giving each article, the

CHART XI

ROUTINE OF PURCHASES WITHIN BUDGET ALLOTMENT  
WEST SIDE BRANCH



well in so far as requisition order systems are concerned. Except in the case of the West Side, however, the amount of actual business to be done does not justify systems sufficiently elaborate to make it advisable to handle purchasing individually for each branch. Only the West Side has been able to develop a system that promises efficient buying. Undoubtedly the plan now developing for cooperative action should be superseded by a central purchasing office which would relieve the individual branches of a load that cannot be economically carried. This central office should be established for the sole purpose of insuring economical buying. It should not be given the power to veto requisitions. The responsibility for ordering suitable goods in right amounts should be left with the proper officers in the individual branches. All educational supplies should be requisitioned by the educational secretaries and the purchasing agent should not have authority to change any of the specifications without first securing the consent of the educational secretary signing the requisition.

The relationship of the committee of management to the expenditure of money shows interesting variations. Charts XI and XII show the most extreme contrast, that between the West Side and East Side. The West Side, without any further ceremony, after the educational secretary has O.K.'d the order, takes the necessary steps to purchase. The executive secretary and committee of management do not come in until the goods are received and checked and the warrant is ready to be signed. The receiving of the voucher by the committee of management does not hold up anything but the final filing of the vouchers.

At the East Side the case is quite different. The executive secretary's signature is required before an expenditure of \$10 or less is made. If an expenditure of from \$10 to \$50 is involved, the requisition must go to the educational committee in addition. If it involves an expenditure of more than \$50 still another group of laymen, the finance committee, must pass upon it. After all of this, the purchase may be made and finally the warrant must be signed by the treasurer, a layman.

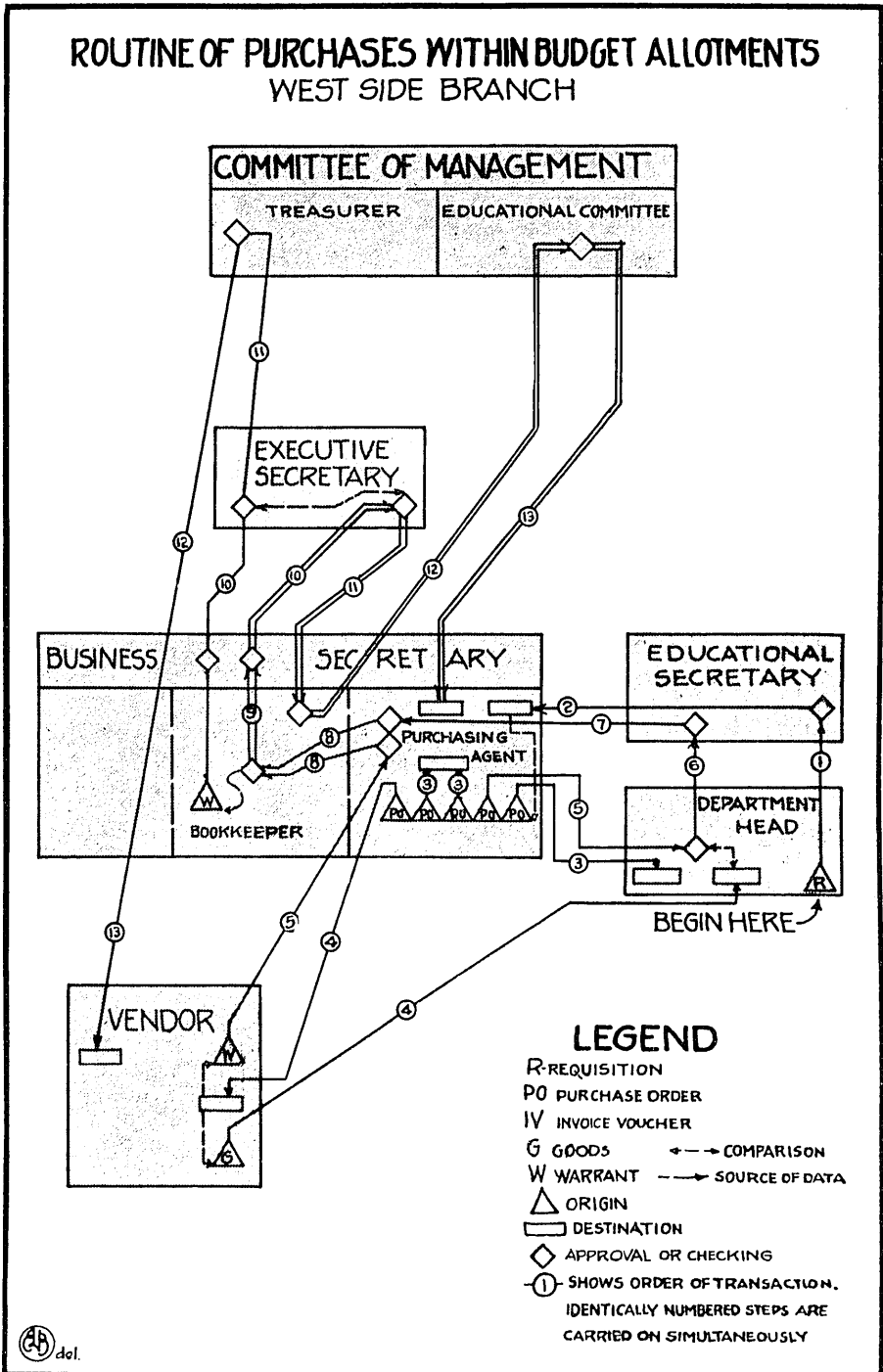
This latter system appears to be over careful. When a budget has been determined upon and the proper officer has a check on the way it is being expended, all of the extra precaution would seem unnecessary.

One of the difficulties that is claimed to be inherent in the hand to mouth method of financing the schools is that purchases must be made largely piecemeal. There is no annual or other periodic requisition required that would make it possible to purchase in larger quantities and give a longer period for investigation, except at the Bronx Union.

The objection raised to this method is the lack of storage space. To overcome this, the plan of contracting to buy all of a given supply that is used over a period of time from a given company should be given consideration. It has been used very successfully in public schools in this vicinity. This makes it possible to get out a list giving each article, the

CHART XI

ROUTINE OF PURCHASES WITHIN BUDGET ALLOTMENT  
WEST SIDE BRANCH



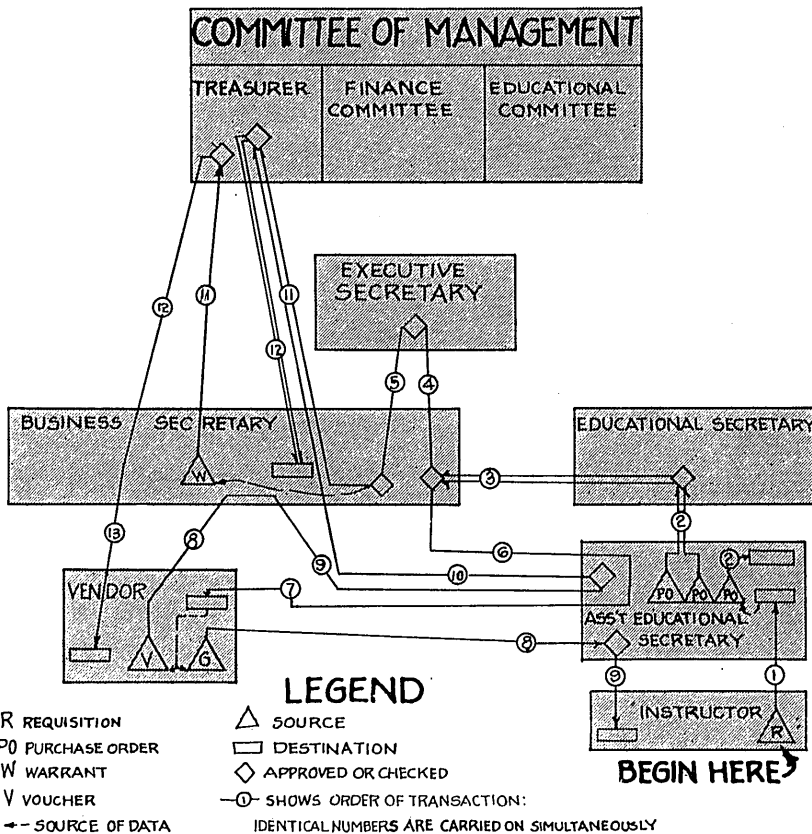
# SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

## CHART XII

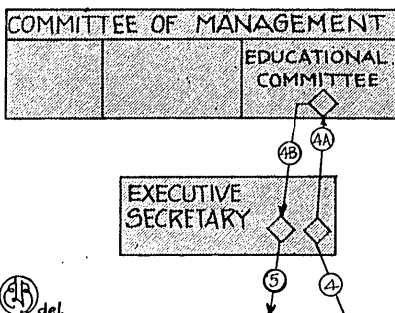
### ROUTINE OF PURCHASES WITHIN BUDGET ALLOTMENT EAST SIDE BRANCH

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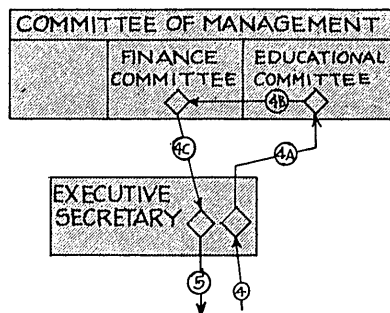
PURCHASES UNDER \$10



FOR PURCHASES \$10 TO \$50



FOR PURCHASES OVER \$50.



furnishing company, price, etc., thus making the whole process of purchasing very simple. It also eliminates overbuying and underbuying and would seem, therefore, to be particularly applicable to the Y. M. C. A. situation.

### *Recommendations*

1. A central purchasing office should be established.
2. The elaborate relationship with the committee of management in making expenditures as found in some of the branches should be superseded by the more direct method followed at the West Side Branch.
3. Steps should be taken to substitute a more economical procedure in buying than the "hand to mouth" method that is now too prevalent.

### TUITION REFUNDS

One of the evidences that the New York City Y. M. C. A. has not formulated a definite policy for its educational work is the variety of practices in regard to refunding tuition which are found in the separate branches. Not until the Y. M. C. A. definitely agrees upon the place of education in its scheme of service can a solution to this problem be made.

Some of the elements involved in handling tuition refunds are:

1. The extent to which students may attend classes and still be permitted to withdraw.
2. The extent to which the Y. M. C. A. is willing to go in order to determine the educational offerings best suited to the individual student.
3. The extent to which students may be permitted and even encouraged to transfer to other courses and to other departments.
4. The extent to which the Y. M. C. A. is obligated to continue incomplete or announced courses in the event that attendance drops below the point where profit is possible.
5. The extent to which educational courses must be self supporting.
6. The relation of the membership fee to the tuition in those cases where membership is required at the time of enrolment.

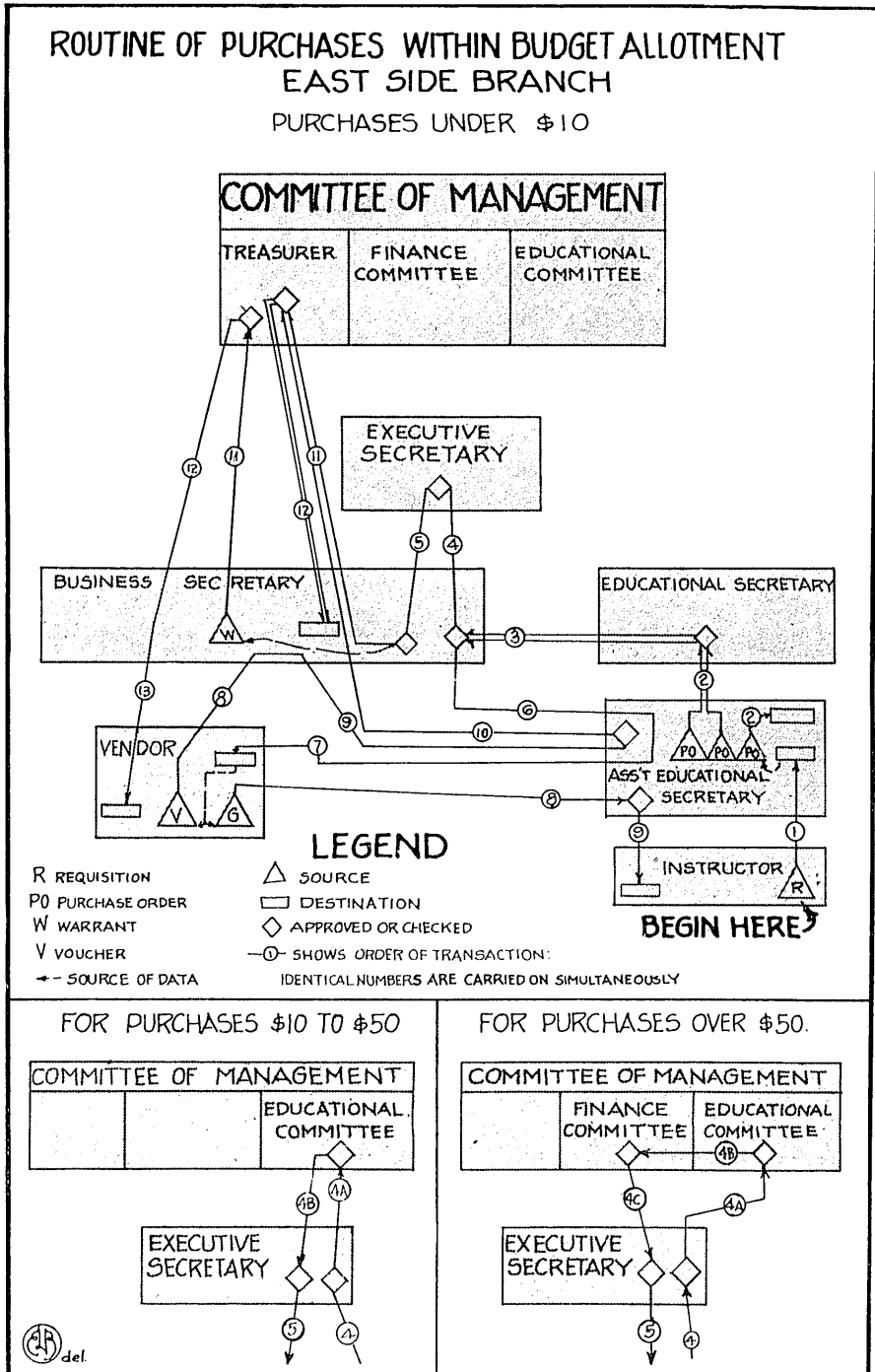
### *Pressure Against Refunds*

As at present organized and administered, there is considerable pressure against refunding tuition. This is particularly unfortunate, because it is inconsistent with the idea of service underlying all Y. M. C. A. activities. It would be better for the Y. M. C. A. to err on the side of liberality in refunding tuition than on the other side as at present. In order to know the situation more exactly, a study was made of recent refunds to educational students in the five branches. The periods covered

# SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

## CHART XII

### ROUTINE OF PURCHASES WITHIN BUDGET ALLOTMENT EAST SIDE BRANCH



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varied because of the inaccessibility of the material in some of the branches. The final tabulation of these refunds as given in Table 25 is unduly influenced by those given at the West Side Branch, both because of the larger number of students there and because of the longer period included. The most significant thing in this table is that refunds were made in only 162 cases. This means that tuition adjustments were made for only a fraction of one per cent of the students enrolled, during the period studied. This in turn means that more than 99 per cent of the students went through the courses they had selected, or paid for only a part of the course and remained only a corresponding time, or dropped courses before their completion and received no refund of tuition paid in advance. It is not to be expected that 99 out of 100 students would select with limited advice courses in which they are vitally interested or which will be of definite profit to them. The prevailing practice of discouraging transfers and refusing tuition refunds, except in rare instances, has compelled students to complete courses when once enrolled or discontinue them at financial loss. It would also tend to discourage the payment of tuition fees further in advance than is necessary. It is probable that a majority of the students who express dissatisfaction with the courses they took in the Y. M. C. A. were persuaded to enroll in a given course because of some career-promising advertisement or because of an enthusiastic promotional talk and once enrolled found it difficult to withdraw.

#### *Policies of Granting Refunds*

Statements of the policies controlling the granting of tuition refunds were asked for at each of the branches. Practically the only point they have in common is that tuition is not refunded except in rare instances. The East Side policy is that no refunds are made except in very special cases where students have paid at least a month in advance and where special request is made. If students drop out, the amount is held to their credit for a course at any future time. Full credit is given for the amount not used. The Bronx Union policy is that no refunds are made where students drop out for any reason that is not the fault of the Y. M. C. A. The records show, however, that exceptions are sometimes made to this rule in cases where students move from the city and even in cases where the course was not what the student wanted. The West Side policy has the following elements: (1) to grant refunds only in special cases; (2) to consider the membership fee as independent from the tuition and to withhold it from all refunds; (3) to deduct 10 per cent of amount paid as tuition to defray the overhead expense of making refunds.

#### *Analysis of Reasons for Making Refunds*

For the purpose of determining the frequency with which refunds were granted for the various causes, the reasons given for granting refunds were tabulated and grouped into classes shown in Table 25. This table

# YOUNG MEN'S CHRISTIAN ASSOCIATION OF THE CITY OF NEW YORK

shows that "leaving the city" accounts for 19 per cent of the refunds and "scholarship awarded" and "illness" for 12 per cent and 11 per cent respectively. These three reasons account for more than 40 per cent of the refunds granted. There is probably occasional overlapping in the cases put into each of the classes listed in Table 25. For example some of those listed as "did not attend" might belong in the "illness" group or the "change of work" group. This overlapping does not affect all of the groups and in no way affects the general conclusions which may be drawn from the tabulation. The first thirteen items listed in the table are obviously cases where the Y. M. C. A. does not render the service to the individual or else renders it in a course or a department where the fee is different from the one originally paid. In these cases and in at least six of the thirteen cases listed under "other reasons" the Y. M. C. A. was clearly under obligation to refund some or all of the tuition. These cases include 134 or 85 per cent of the cases where reasons were recorded.

In the other fifteen per cent of the cases the responsibility for making a readjustment was not as definite. The cases included in this group gave such reasons as "course was not what was expected"; "out of work," "death in family", "enrolled after course was too far advanced", and "pur-

TABLE 25  
DISTRIBUTION OF REFUNDED TUITION IN THE EDUCATIONAL  
COURSES OF THE Y.M.C.A. NEW YORK CITY  
By schools and reasons given

Reason Given	Y.M. C.A. Branches					Total for Each Reason Given	Percent- age of Total Number of Refunds
	Bronx Union	East Side	Harlem	23rd Street	West Side		
1. Did not attend.....	..	3	1	..	3	7	4.3
2. Left city.....	2	1	2	5	21	31	19.2
3. Scholarship awarded.....	..	5	..	2	12	19	11.7
4. Took only part of course.....	..	1	..	..	4	5	3.1
5. Class withdrawn.....	5	..	..	1	..	6	3.7
6. Change of work.....	..	..	1	3	5	9	5.6
7. Illness.....	..	..	..	3	15	18	11.1
8. Tuition overpaid.....	..	..	..	..	9	9	5.6
9. Physical disability.....	..	..	..	..	5	5	3.1
10. Advised to drop.....	..	1	..	..	4	5	3.1
11. Transferred to course without tuition.....	..	..	1	..	6	7	4.3
12. Transferred to another department.....	..	..	..	..	3	3	1.8
13. Transferred to another branch.....	..	..	..	1	3	4	2.5
14. Course not what was expected....	3	..	..	..	4	7	4.3
15. Course too difficult.....	1	..	..	..	2	3	1.8
16. Out of work and inability to pay ..	..	..	..	3	4	7	4.3
17. All other reasons.....	..	..	..	2	11	13	8.0
18. Reasons not given.....	2	1	..	..	1	4	2.5
Total for Branches.....	13	12	5	20	112	162	100.0

Periods included are as follows: Bronx Union—Sept. 1922 to April 1, 1923; East Side—Sept., 1921 to April 1, 1923; Harlem—Jan. 1, 1922 to Jan. 1, 1923; 23rd Street—July 1, 1922 to Feb. 1, 1923; West Side—Sept. 1, 1921 to April 1, 1923.

chased car and is to have lessons from Buick Company." All of these refunds were obviously deserved and a more liberal policy of refunding unearned tuition would have refunded larger amounts in a number of instances.

### *Amounts of Refunds*

Eighty-two of the 162 cases either did not attend the class for which they paid fees or attended not more than twice. Only 40 of these received back all of the tuition fees paid. The majority of the 42 cases are at West Side, where the membership dues and 10 per cent of the tuition are deducted. There are a number of cases where men enroll for a course, pay for example, \$26.50 in order to enroll, do not attend the class at all and are refunded only \$18.00. To be sure they still have their membership for the year, but the majority of students who have to become members in order to enroll in a course probably will make little use of the membership privileges. The ten per cent reduction plan seems unnecessary and works to the distinct disadvantage of the students who pay all or large parts of the fee, since the ten per cent is applied to the amount paid and not to the tuition charge for the course. The present policy of granting refunds tends to work a distinct hardship upon those students who pay cash for a course or for a large part of the tuition fee and then for some reason wish to drop the course. The chances of getting a refund are equally small whether the student has paid \$15 and given his note for the balance or whether he paid the \$150 fee. The Y. M. C. A. in most cases has not held students accountable for personal notes given for tuition where students drop the courses. It is therefore evident that there is discrimination, though unintended, against the students who can and do pay the entire fee for a course at the time of enrolment.

Ninety per cent of the cases listed at Twenty-third Street were refunded all of their tuition. This did not include the membership fee. Since records were not available of the cases where refunds had been applied for and not granted, it cannot be stated whether the Twenty-third Street branch was more liberal in granting refunds than the other branches or only granted refunds in those cases where no instructional service had been rendered. All educational secretaries are expected to make the education departments self-supporting. Under the pressure of this requirement it is easy to understand why it is maintained that when a student signs for a course and does not attend, the responsibility is his. The instruction is offered and his place in the class is reserved for him and not filled by another student. This argument is especially patent for those classes whose membership is limited by the size of the room or by the equipment, and where other students applied and were unable to register. Even under these conditions it should apply only in cases of irregular attendance and should not apply when the student does not attend any sessions of the class. Attendance at the beginning of a course should be so carefully kept that registrants who are not attending should

be known and if others are desirous of entering the class the places should not be held for those not attending. The further argument is made that refunded tuition encourages students to leave courses as soon as they get enough of the work to secure them employment and that the Y. M. C. A. schools must bear the criticism of turning out poorly trained workmen. This situation could be partially remedied by instituting a system of certificates of attendance, indicating the exact work taken and the degree of efficiency attained. Employers should be encouraged to ask for these certificates before employing Y. M. C. A. students.

### *General Recommendations*

As a result of the study of refunded tuition for educational classes in the New York City Y. M. C. A. branches, the following general recommendations are made:

1. That a more liberal policy of refunding unused tuition be adopted for all of the branches.
2. That the policy of deducting ten per cent of the fees from refunds to pay for overhead cost of refunding be discontinued.
3. That in cases where students join the Y. M. C. A. solely in order to take certain courses, they may, if the tuition or any part of it is to be refunded, have the following options on the membership fee: (1) retain membership; (2) have unused part of fee returned; (3) have fee applied to employment service; or (4) have fee applied to counseling service.
4. That greater freedom in "sampling" courses be allowed before actual payment of fees.
5. That greater freedom in transferring from one course, department, or branch to another be allowed.
6. That unused tuition be returned to students, rather than held to their credit for future courses.
7. That increased effort be made to discover the extent to which each course is meeting the needs of the individual students in it, and a serious effort be made to readjust all cases of evident misfits.

## CHAPTER VI

### RESIDENCE OF STUDENTS

#### RESIDENCE OF STUDENTS IN Y. M. C. A. EDUCATIONAL COURSES

One of the problems constantly arising in considering the educational work of the New York Y. M. C. A. branches is the duplication of the educational offerings in the different branches. Some officials maintain that the educational courses of the Y. M. C. A. are of greatest service to the people living in the immediate vicinity of the Y. M. C. A. branch and that these courses are of greatest service to the people who use the other Y. M. C. A. facilities. Others maintain that the educational work of the Y. M. C. A. is sufficiently separated from the other activities, so that it makes very little difference where the work is offered. These officials contend that the majority of the Y. M. C. A. educational students attend for a specific piece of work, not because they happen to be members of the Y. M. C. A. The places of residence of the students attending the various branches throw light upon this problem.

#### *Dot Maps of Student Residence*

In order to know the extent to which residence affects attendance at educational classes, several dot maps indicating the residence of students in different courses were made. Courses were selected in which work was offered in more than one branch and the resulting maps were compared with those for courses offered in only one branch. These residence maps remove the element of guessing and opinion from the solution of this problem. Samples of five of these maps are given here.

#### *Courses Offered in More Than One Branch*

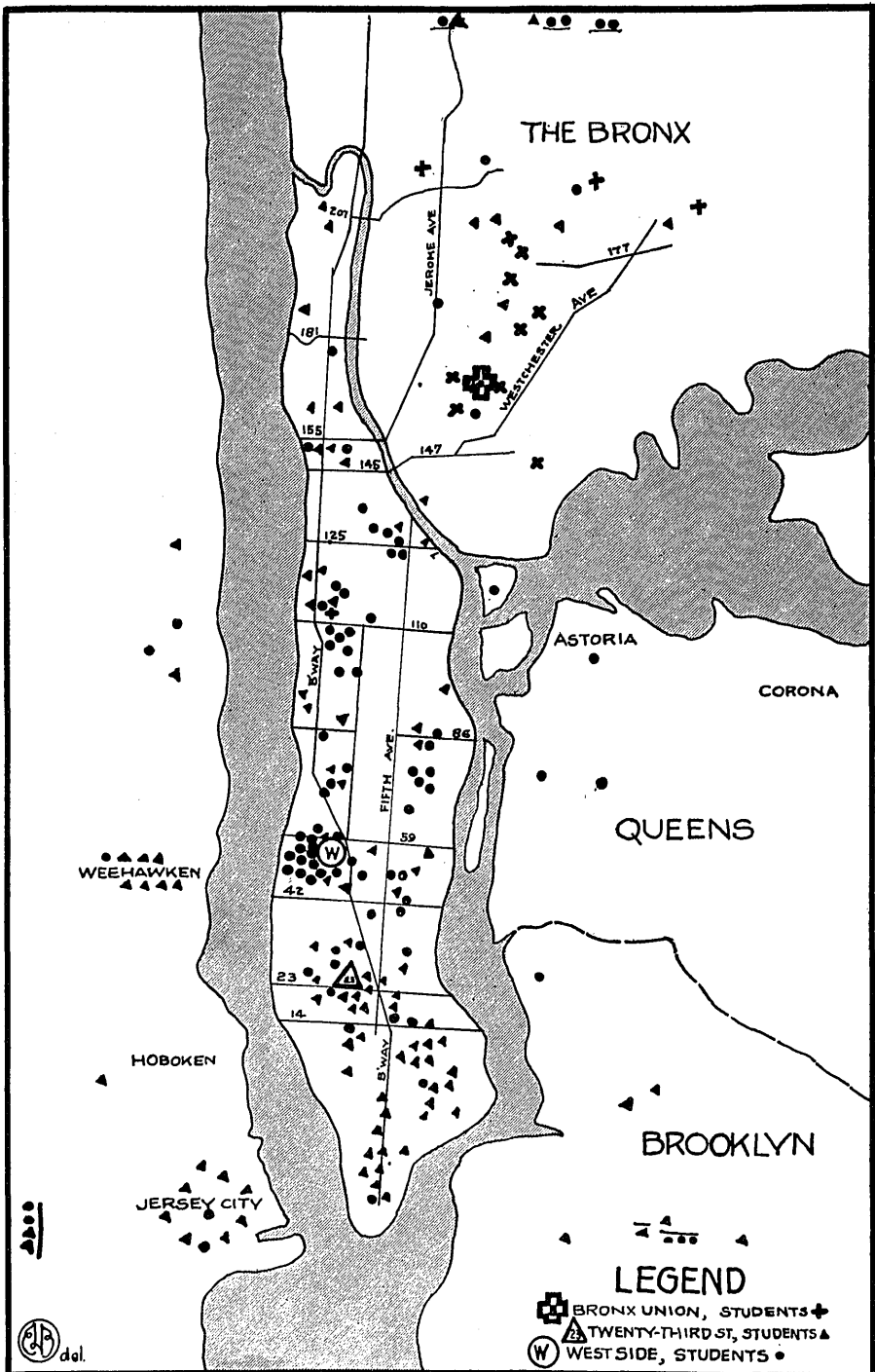
Chart XIII shows the residence of students taking courses where similar courses are offered in three of the branches. Chart XIV shows courses offered in two of the branches. Both of these maps and others like them not reproduced here show a very distinct overlapping of territories. Students often go from the immediate neighborhood of one branch to another branch in order to take work which is very similar, if not the exact duplicate, of courses offered in the nearby branch. The Bronx Union Branch seems to meet the needs of a local group living in the vicinity of the branch more distinctly than is true of any of the branches of Manhattan. Other elements may affect this scattering of the students, such as:

1. Courses, though bearing the same name, may differ enough in content or in the series of which they are parts, to warrant students in making a selection between branches.
2. Students may attend a branch for a course because their place of employment is near that branch, even though their residence may happen to be nearer some other.

YOUNG MEN'S CHRISTIAN ASSOCIATION OF THE CITY OF NEW YORK

CHART XIII

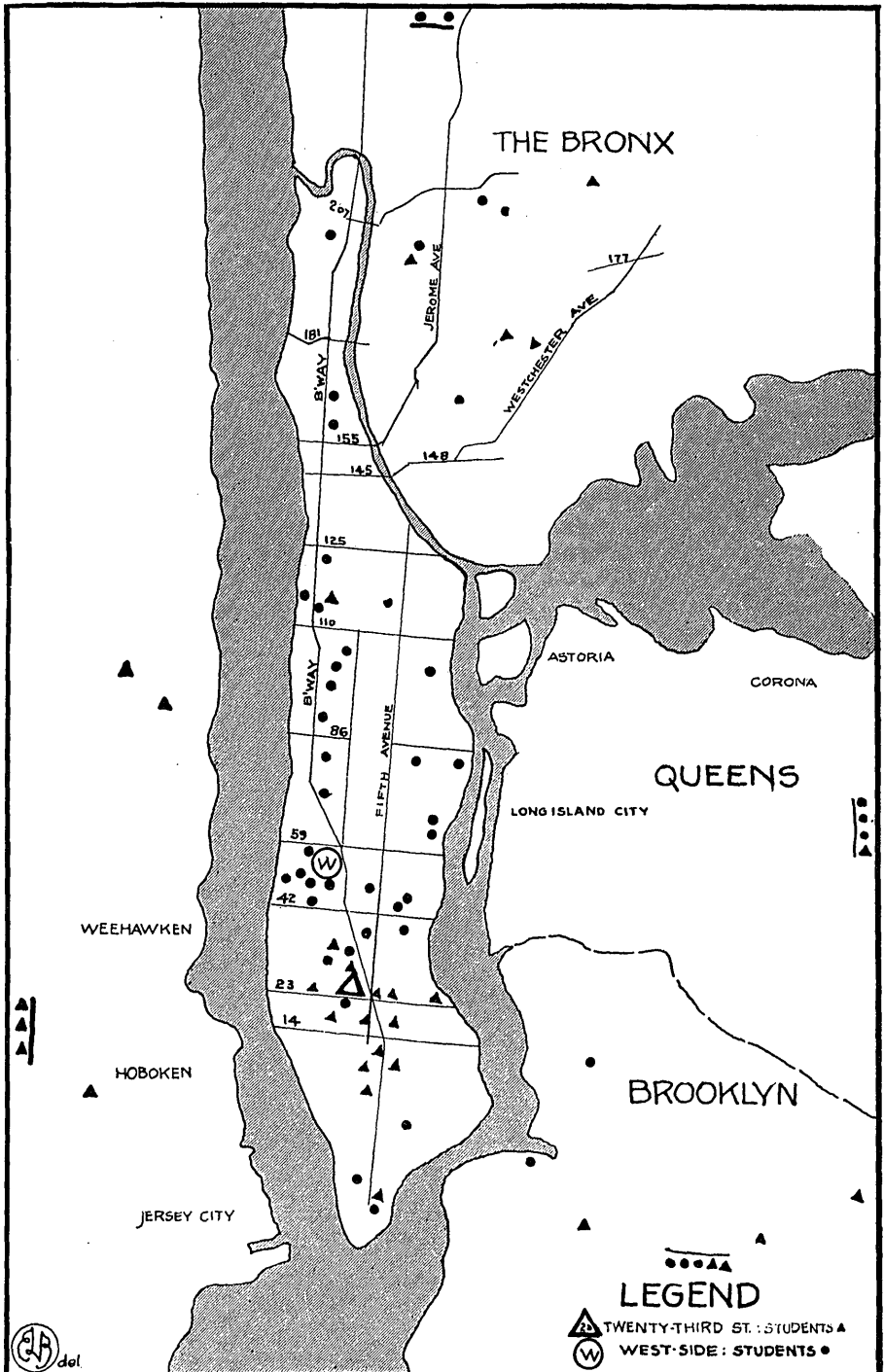
RESIDENCE OF STUDENTS STUDYING PUBLIC SPEAKING AT THE THREE  
BRANCHES OFFERING THIS SUBJECT  
(Academic Year 1922-23)



# SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

## CHART XIV

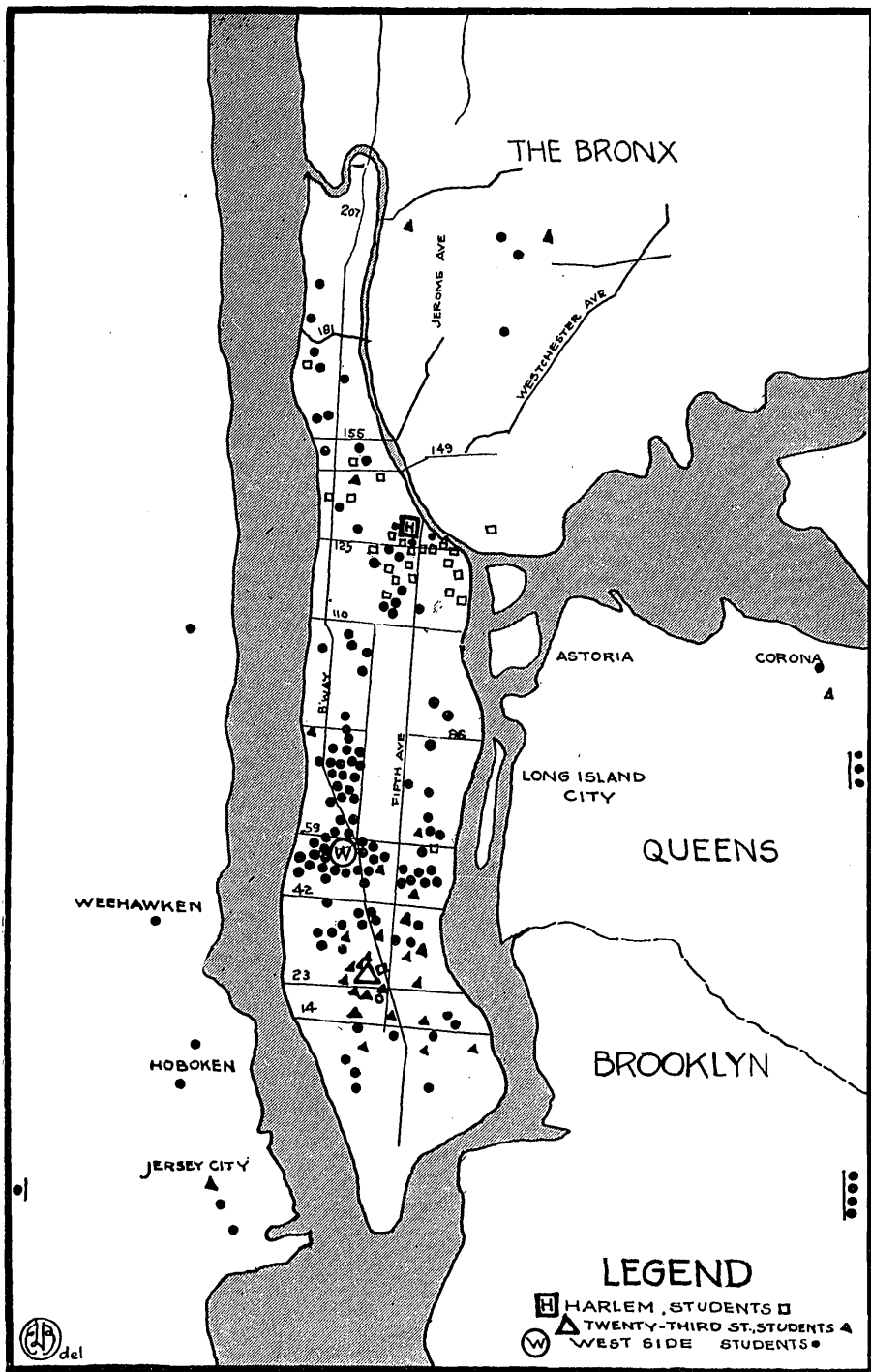
RESIDENCE OF STUDENTS STUDYING ENGLISH AT THE TWO BRANCHES  
OFFERING THIS SUBJECT  
(Academic Year 1922-23)



# YOUNG MEN'S CHRISTIAN ASSOCIATION OF THE CITY OF NEW YORK

## CHART XV

RESIDENCE OF STUDENTS STUDYING ENGLISH FOR FOREIGN-BORN MEN AT  
THREE BRANCHES OFFERING THIS SUBJECT  
(Academic Year 1922-23)





## SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

3. Attendance at a given branch may be the result of previous membership or personal friendships.

Courses in English for Foreigners seem to be the one exception in which the branches serve a distinctly local group. (Chart XV.) Such courses fit in more logically with other Y. M. C. A. activities and should probably be offered in all the branches giving any educational work. A recommendation is made in a later chapter that this work be carried on in close connection with the other work for the foreign-born.

### *McBurney and Chelsea Schools*

The residence location of students for the McBurney and Chelsea Schools, as given in Chart XVI, indicates that neither of these schools is distinctly a local institution, although the greatest concentration points of residence are in lower Manhattan for the Chelsea School and central Manhattan for the McBurney School. The McBurney School draws more students from Brooklyn and the territory north of New York City than the Chelsea School. This map shows distinctly that location does not affect the attendance at the McBurney School.

### *Courses Given in Only One Branch*

Chart XVII and other similar maps not reproduced here, showing the residence of students attending courses which are offered in only one branch, indicate in practically every instance a wide scattering of the students. In every one of these maps students pass other Y. M. C. A. schools in order to secure the course or courses desired. These maps prove beyond any doubt that:

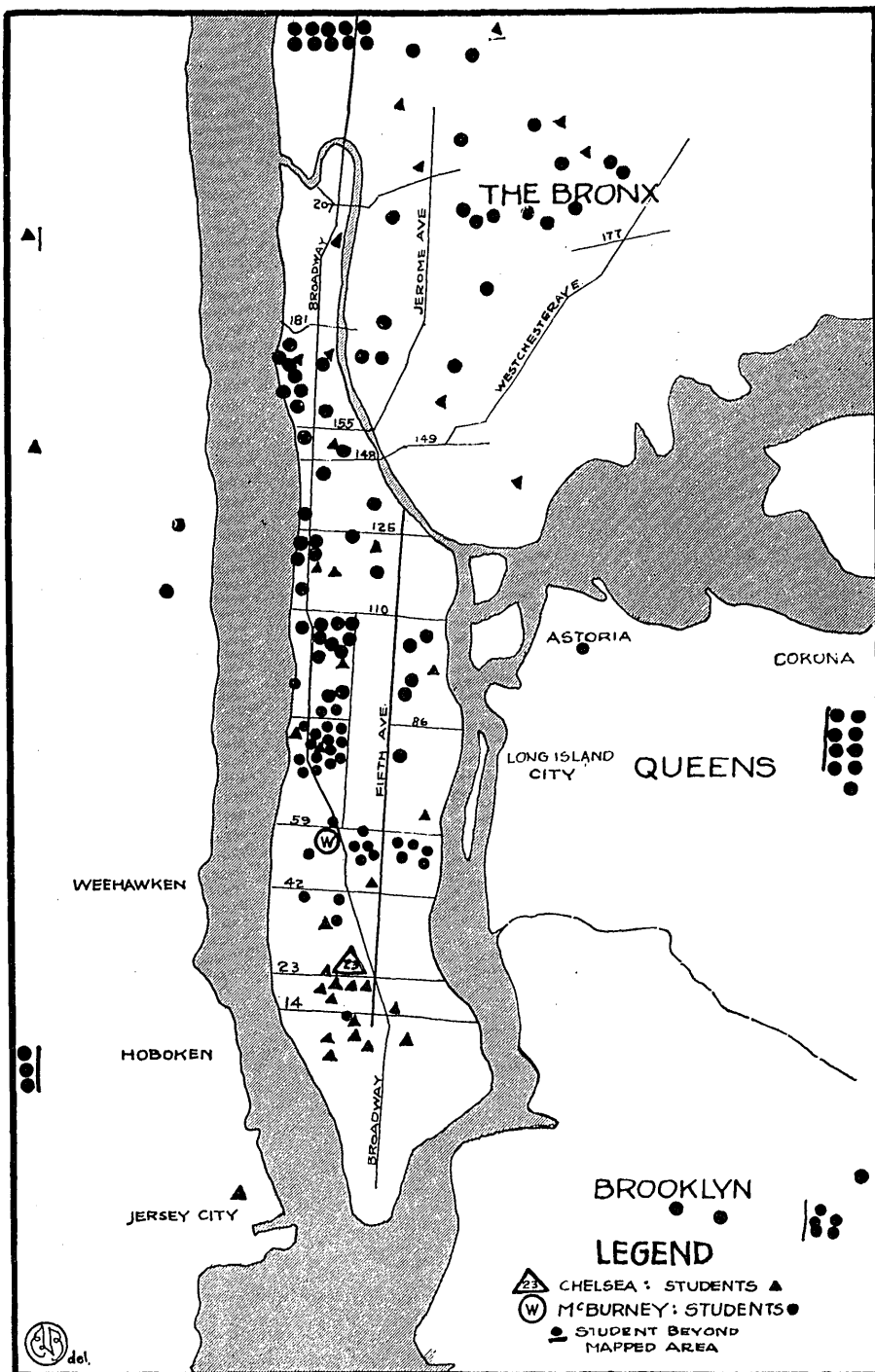
1. Educational membership is not directly related to Y. M. C. A. membership insofar as other Y. M. C. A. activities are concerned.
2. Distance in the metropolitan area of New York is not an important factor in determining attendance at Y. M. C. A. schools.
3. Courses and instructors are selected, rather than particular Y. M. C. A. branches.

Where students are drawn from other cities, as is true in a number of these special courses, there is further proof that the educational work of the Y. M. C. A. is not directly related to the other Y. M. C. A. activities.

CHART XVI

RESIDENCE OF STUDENTS IN CHELSEA AND MCBURNEY SCHOOLS,  
NEW YORK CITY Y. M. C. A.

(Academic Year 1922-23)



# YOUNG MEN'S CHRISTIAN ASSOCIATION

CHART

RESIDENCE OF STUDENTS IN ELECTRICITY  
BRANCH OFFERING  
(Academic Year)

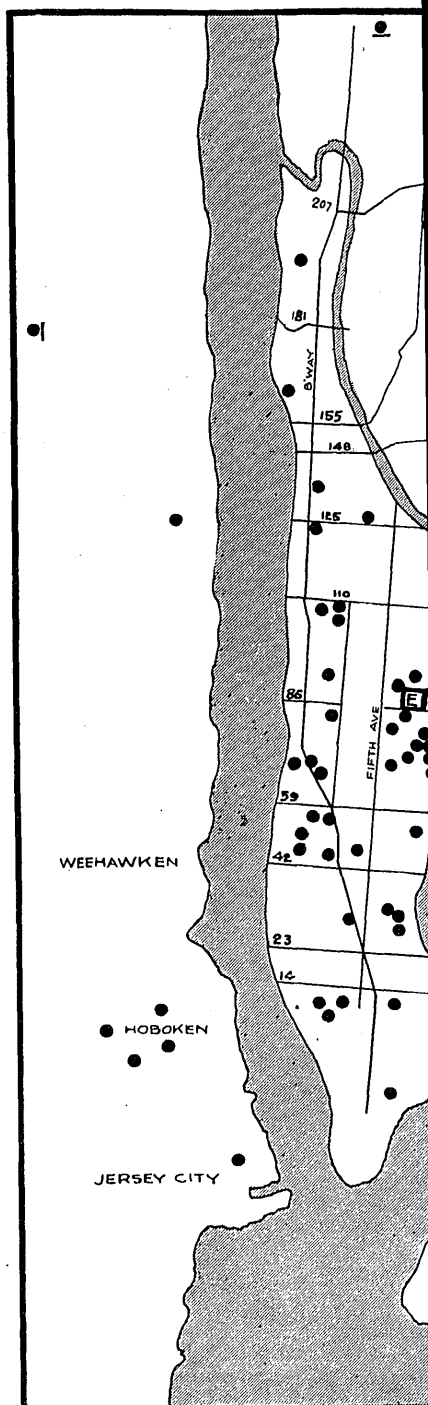


TABLE 27  
ADVERTISING COSTS AND ENROLMENT  
1912-1921 Inclusive

	1912	1913	1914	1915	
<i>Bronx Union</i>					
Total advertising cost.....	\$ 61	\$ 51	\$ 15	\$ 142	\$
Total enrolment.....	44	168	315	458	
Advertising cost per enrolment.....	1.39	.30	.05	.31	
Number of different students.....	44	168	315	441	
Advertising cost per different students.....	1.39	.30	.05	.32	
<i>East Side</i>					
Total advertising cost.....	1,122	953	781	648	
Total enrolment.....	832	736	1,372	1,134	
Advertising cost per enrolment.....	1.35	1.30	.57	.57	
Number of different students.....	627	480	646	739	
Advertising cost per different students.....	1.79	1.99	1.21	.82	
<i>Harlem</i>					
Total advertising cost.....	346	581	335	295	
Total enrolment.....	789	573	808	768	
Advertising cost per enrolment.....	.44	1.01	.41	.38	
Number of different students.....	718	573	781	700	
Advertising cost per different students.....	.48	1.01	.43	.42	
<i>Twenty-third Street</i>					
Total advertising cost.....	3,383	3,052	4,240	2,067	
Total enrolment.....	3,294	4,075	5,583	5,535	
Advertising cost per enrolment.....	1.03	.75	.76	.37	
Number of different students.....	1,702	1,893	2,280	1,946	
Advertising cost per different students.....	1.99	1.61	1.86	1.06	
<i>West Side</i>					
Total advertising cost.....	17,707	13,530	15,929	18,314	2
Total enrolment.....	3,132	3,574	4,565	4,753	
Advertising cost per enrolment.....	5.65	3.79	3.49	3.85	
Number of different students.....	2,721	2,614	4,041	4,315	
Advertising cost per different students.....	6.51	5.18	3.94	4.24	
<i>Total (All Branches)</i>					
Total advertising cost.....	\$22,619	\$18,167	\$21,300	\$21,466	\$2
Total enrolment.....	8,091	9,126	12,643	12,648	1
Advertising cost per enrolment.....	2.80	1.99	1.68	1.70	
Number of different students.....	5,812	5,728	8,063	8,141	
Advertising cost per different students.....	3.89	3.17	2.64	2.64	

Federal Board students and tuition are included for West Side for the years 1919, 1920 and 1921, and for East Side for the years 1920 and 1921.

TABLE 27

AND ENROLMENT, ALL BRANCHES  
1921 Inclusive

	1916	1917	1918	1919	1920	1921	Total
	\$ 1,167	\$ 1,209	\$ 1,487	\$ 1,895	\$ 1,684	\$ 3,098	\$ 10,809
	682	619	855	1,264	1,709	967	7,081
31	1.71	1.95	1.74	1.50	.99	3.20	1.52
	624	549	670	903	944	881	5,539
32	1.87	2.20	2.22	2.10	1.78	3.52	1.95
	827	1,373	6,322	7,842	8,973	11,995	40,836
	421	1,215	1,315	1,837	3,460	2,054	14,376
57	1.96	1.13	4.81	4.27	2.59	5.84	2.85
	374	828	912	1,635	3,220	1,792	11,253
82	2.21	1.66	6.93	4.80	2.78	6.69	3.63
	330	297	300	484	658	531	4,157
	590	426	339	470	450	263	5,476
38	.55	.78	.89	1.03	1.46	2.02	.75
	451	307	255	355	360	250	4,750
42	.73	.97	1.18	1.36	1.83	2.12	.87
	2,179	1,964	3,063	3,896	8,112	9,992	41,948
	4,328	2,936	2,397	3,013	2,949	2,690	36,800
37	.50	.67	1.28	1.29	2.75	3.71	1.14
06	2,080	1,350	1,527	2,161	2,133	2,054	19,126
	1.05	1.45	2.01	1.80	3.80	4.86	2.19
	22,730	28,788	34,802	32,549	39,538	50,109	273,996
	6,632	7,126	6,955	4,925	4,664	4,013	50,339
85	3.43	4.04	5.00	6.61	8.48	12.49	5.44
	6,191	5,629	6,158	4,207	4,103	3,442	43,421
24	3.67	5.11	5.65	7.74	9.64	14.56	6.31
	\$27,233	\$33,631	\$45,974	\$46,666	\$58,965	\$75,725	\$371,746
	12,653	12,322	11,861	11,509	13,232	9,987	114,072
70	2.15	2.73	3.88	4.05	4.47	7.58	3.26
	9,720	8,663	9,522	9,261	10,760	8,419	84,089
64	2.80	3.88	4.83	5.04	5.48	8.99	4.42

the years 1920 and 1921.

TABLE 28  
ADVERTISING COSTS AND TUITION INCOME, ALL  
1912 to 1922 Inclusive

	1912	1913	1914	1915	1916	1917
<i>Bronx Union</i>						
Tuition Income .....	\$ 14*	\$ 135*	\$ 26*	\$ 35*	\$ 8,315*	\$ 8,315*
Advertising Costs .....	61	51	15	142	1,167	1,167
Tuition Income per Advertising Dollar .....	.23	2.65	1.75	.25	7.13	7.13
<i>East Side</i>						
Tuition Income .....	3,911	4,176	2,690	3,423	3,719	3,719
Advertising Costs .....	1,122	953	781	648	827	827
Tuition Income per Advertising Dollar .....	3.49	4.38	3.44	5.28	4.50	4.50
<i>Harlem</i>						
Tuition Income .....	2,774	2,978	2,095	2,306	1,938	1,938
Advertising Costs .....	346	581	335	295	330	330
Tuition Income per Advertising Dollar .....	8.02	5.13	6.25	7.82	5.87	5.87
<i>Twenty-third Street</i>						
Tuition Income .....	31,874	38,816	46,054	43,103	37,812	37,812
Advertising Costs .....	3,383	3,052	4,240	2,067	2,179	2,179
Tuition Income per Advertising Dollar .....	9.42	12.72	10.86	20.85	17.35	17.35
<i>West Side</i>						
Tuition Income .....	76,446	76,211	74,614	94,542	121,997	121,997
Advertising Costs .....	17,707	13,530	15,929	18,314	22,730	22,730
Tuition Income per Advertising Dollar .....	4.32	5.63	4.68	5.16	5.37	5.37
<i>Totals (All Branches)</i>						
Tuition Income .....	\$115,019	\$122,316	\$125,479	\$143,409	\$173,781	\$173,781
Advertising Costs .....	22,619	18,167	21,300	21,466	27,233	27,233
Tuition Income per Advertising Dollar .....	5.09	6.73	5.89	6.68	6.38	6.38

\* All figures given to the nearest dollar

Figures given for Bronx Union for 1912, 1913, 1914, 1915, represent old "Union" Branch

Tuition Income for West Side Branch for 1919, 1920, 1921, 1922 includes Federal Board tuition in the following amounts: \$7,791; \$105,309; \$132,040; and \$29,411.

Tuition Income for East Side Branch for 1920, 1921, 1922 includes Federal Board tuition in the following amounts: \$16,401; \$50,332; and \$60,281

TABLE 28

TUITION INCOME, ALL BRANCHES

1922 Inclusive

	1916	1917	1918	1919	1920	1921	1922	Total
* 25	\$ 8,315* 1,167 7.13	\$ 8,663* 1,209 7.17	\$ 10,241* 1,487 6.89	\$ 12,417* 1,895 6.55	\$ 14,394* 1,684 8.55	\$ 13,162* 3,098 4.25	\$ 9,681* 1,295 7.48	\$ 77,083* 12,104 6.37
28	3,719 827 4.50	7,519 1,373 5.48	19,372 6,322 3.06	33,148 7,842 4.23	60,925 8,973 8.79	93,393 11,995 7.79	93,119 10,973 8.49	325,395 51,809 6.28
82	1,938 330 5.87	1,668 297 5.62	1,990 300 6.63	3,333 484 6.89	4,799 658 7.29	4,772 531 8.99	3,793 472 8.04	32,446 4,629 7.01
85	37,812 2,179 17.35	36,831 1,964 18.75	31,642 3,063 10.33	45,496 3,896 11.68	66,165 8,112 8.16	53,619 9,992 5.37	39,532 11,895 3.32	470,944 53,843 8.75
16	121,997 22,730 5.37	145,702 28,788 5.06	269,991 34,802 7.76	199,934 32,549 6.14	324,524 39,538 8.21	298,149 50,109 5.95	203,728 32,395 6.29	1,885,838 306,391 6.16
68	\$173,781 27,233 6.38	\$200,383 33,631 5.96	\$333,236 45,974 7.25	\$294,328 46,666 6.31	\$470,807 58,965 7.98	\$463,095 75,725 6.12	\$349,853 57,030 6.13	\$2,791,706 428,776 6.51

Amounts: \$7,791;

\$6,401; \$50,332;





## CHAPTER VII

### ADVERTISING AND PUBLICITY

To measure the results of advertising or publicity is difficult, especially where advertising concerns itself with so intangible a commodity as education. The survey staff has studied those elements which come under the head of promotion and advertising. It has been extremely difficult to find measures of advertising results and also to secure figures which represent actual advertising expenditure. Each branch has had its own method of appropriating, expending and recording publicity funds. The records kept are fairly complete, but the difficulty in tabulation comes from the fact that the charge "Advertising" has not been clearly defined; the items included under this charge vary in the different branches and vary in the same branch from year to year. The figures given in this report are in some cases estimates by Y. M. C. A. officials, since no comparable figures are available. In this study the word advertising includes all direct advertising, publicity and promotion charges except as a distinction is clearly indicated.

#### GROWTH OF PUBLICITY EXPENDITURE

During the past eleven years the educational departments of five Y. M. C. A. branches have spent \$428,776 for advertising. This amount does not include any distribution of salaries for advertising. The amount spent is one index of the importance of publicity to the whole scheme of Y. M. C. A. educational service. The expenditure for advertising has grown from \$22,619 in 1912 to \$75,725 in 1921. These figures do not indicate the exact expenditure which should be charged to advertising. An exact record of this item has not been kept. They are, however, the amounts recorded in the annual reports of the Y. M. C. A. and are perhaps sufficiently exact to show trends of advertising expenditure.

Table 26 is here presented giving the expenditure for the period of eleven years by branches.

#### RELATION OF ADVERTISING EXPENSE TO OTHER ELEMENTS IN THE EDUCATIONAL PROGRAM

Advertising expense is directly related to at least three other elements in the educational program: (1) Enrolment; (2) tuition income; (3) instructional cost. The primary purpose of expending money for advertising is to make known the educational service which is provided, in order that those who desire such service may enroll as students. Table 27 is presented to show the relation which has existed between advertising cost and enrolment.

It is instructive to note the relationship between advertising cost and tuition income. Table 28 shows this relationship.

# SURVEY OF THE EDUCATION

TABLE  
EXPENDITURES FOR EDUCATIONAL  
1912 to 1922

Year	Expenditure for Educational Adv		
	Bronx Union	East Side	Harlem
1912	\$ 61	\$ 1,122	\$ 346
1913	51	953	581
1914	15	781	335
1915	142	648	295
1916	1,167	827	330
1917	1,209	1,373	297
1918	1,487	6,322	300
1919	1,895	7,842	484
1920	1,684	8,973	658
1921	3,098	11,995	531
1922	1,295	10,973	472
Total	\$12,104	\$51,809	\$4,629

\* Figures are given to the nearest dollar.  
The above figures include the accounts "Advertising  
Circulars," and "Promotion."

The purpose of the educational department is to furnish high grade instruction to its students. Advertising expenditure to expenditure on instruction is a small percentage. The following table shows advertising expenditure with instructors' salaries.

## SOME PUBLICITY COSTS

Advertising costs for the various branches are a small proportion of the students' tuition fees. It will therefore be seen that a small proportion of the student's dollar is being expended on advertising.

The figures below present for each branch a small proportion of the student's tuition fee being expended on advertising.

## ORGANIZATIONS FOR ADVERTISING

This survey is concerned only with the advertising work of the educational departments of the five branches. Information maintained in the City Office is not directly connected with the educational work.

### *Advertising*

The organization for advertising work is carried on by each branch. In each of the five branches the advertising activities are

# EDUCATIONAL ACTIVITIES OF THE

TABLE 26

EDUCATIONAL ADVERTISING ALL BRANCHES  
1912 to 1922 Inclusive

Educational Advertising in Dollars*:			Total
Harlem	23rd Street	West Side	
\$ 346	\$ 3,383	\$ 17,707	\$ 22,619
581	3,052	13,530	18,167
335	4,240	15,929	21,300
295	2,067	18,314	21,466
330	2,179	22,730	27,233
297	1,964	28,788	33,631
300	3,063	34,802	45,974
484	3,896	32,549	46,666
658	8,112	39,538	58,965
531	9,992	50,109	75,725
472	11,895	32,395	57,030
\$4,629	\$53,843	\$306,391	\$428,776

r.  
nts "Advertising," both "Class" and "General," "Catalogs and

educational departments of the Y. M. C. A. is to  
on to its students; therefore the relation of  
expenditure for instructors' salaries is signifi-  
shows advertising expenditure as compared

## PUBLICITY COSTS BY COURSES

the various courses are paid for from the  
will therefore be of interest to know what  
ollar is being used to attract him to the class.  
ent for certain courses in three branches the  
tuition dollar which has been spent for

## FOR ADVERTISING AND PUBLICITY

d only with the advertising activities of the  
the five branches and with the Bureau of  
he City Office insofar as its work has been  
educational work of those branches.

Advertising varies with the amount of educa-  
ch branch. In the Bronx Union and Harlem  
ivities are a part of the regular duties of the

TABLE 29  
ADVERTISING COSTS AND TEACHERS' SALARIES  
1912-1922 Inclusive

	1912	1913	1914	1915	1916
<i>Bronx Union</i>					
Teachers' salaries . . . . .	\$ 188	\$ 272	\$ 112	\$ 35	\$ 3,557
Advertising cost . . . . .	61	51	15	142	1,167
Per cent advertising is of teachers' salaries . . .	32.5	18.6	13.7	405.1	32.8
<i>East Side</i>					
Teachers' salaries . . . . .	3,657	4,042	3,358	2,215	2,692
Advertising cost . . . . .	1,122	953	781	648	827
Per cent advertising is of teachers' salaries . . .	30.6	23.5	23.2	29.2	30.7
<i>Harlem</i>					
Teachers' salaries . . . . .	2,294	2,805	1,834	1,723	1,649
Advertising cost . . . . .	346	581	335	295	330
Per cent advertising is of teachers' salaries . . .	15.0	20.7	18.2	17.1	20.0
<i>Twenty-third Street</i>					
Teachers' salaries . . . . .	25,022	29,792	36,208	36,562	33,578
Advertising cost . . . . .	3,383	3,052	4,240	2,067	2,179
Per cent advertising is of teachers' salaries . . .	13.5	10.2	11.7	5.6	6.5
<i>West Side</i>					
Teachers' salaries . . . . .	32,063	33,592	34,014	39,137	52,337
Advertising cost . . . . .	17,707	13,530	15,929	18,314	22,730
Per cent advertising is of teachers' salaries . . .	55.2	40.2	46.8	46.7	43.4
<i>Total (All Branches)</i>					
Teachers' salaries . . . . .	\$63,224	\$70,503	\$75,526	\$79,672	\$93,813
Advertising cost . . . . .	22,619	18,167	21,300	21,466	27,233
Per cent advertising is of teachers' salaries . . .	35.8	25.8	28.2	26.9	29.0

TABLE 29  
AND TEACHERS' SALARIES, ALL BRANCHES  
1912-1922 Inclusive

1915	1916	1917	1918	1919	1920	1921	1922	Total
35 142 405.1	\$ 3,557 1,167 32.8	\$ 3,846 1,209 31.4	\$ 4,728 1,487 31.4	\$ 6,135 1,895 30.2	\$ 6,542 1,684 25.7	\$ 6,677 3,098 46.4	\$ 5,638 1,295 23.0	\$ 37,730 12,104 32.1
215 648 29.2	2,692 827 30.7	3,760 1,373 36.5	8,464 6,322 74.6	16,176 7,842 48.4	23,372 8,973 38.3	37,061 11,995 32.3	44,560 10,973 24.6	149,357 51,809 34.6
723 295 17.1	1,649 330 20.0	1,590 297 18.6	1,473 300 20.3	2,071 484 23.3	2,712 658 24.2	2,972 531 17.8	2,267 472 20.8	23,390 4,629 19.7
562 607 5.6	33,578 2,179 6.5	32,378 1,964 6.1	30,253 3,063 10.1	29,826 3,896 13.0	42,387 8,112 19.1	31,809 9,992 31.4	25,871 11,895 45.9	353,686 53,843 15.2
137 314 46.7	52,337 22,730 43.4	69,119 28,788 41.6	137,719 34,802 25.2	107,876 32,549 30.2	93,388 39,538 42.3	126,285 50,109 39.7	88,867 32,395 36.4	814,397 306,391 37.6
672 466 26.9	\$93,813 27,233 29.0	\$110,693 33,631 30.4	\$182,637 45,974 25.2	\$162,084 46,666 28.8	\$168,401 58,965 35.0	\$204,804 75,725 37.0	\$167,203 57,030 34.1	\$1,378,560 428,776 31.1



CHART XVIII

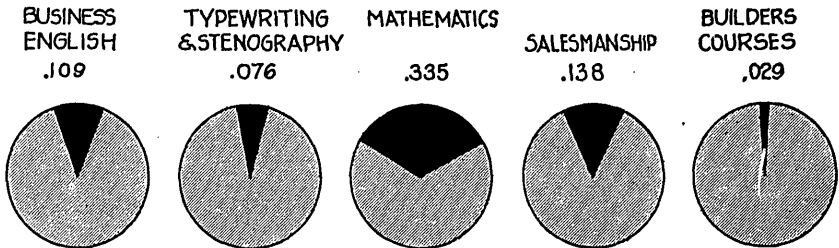
PROPORTION OF THE STUDENT'S DOLLAR USED TO ADVERTISE VARIOUS COURSES

The figures on which this chart is based were furnished by the educational departments. They are for the year 1922.

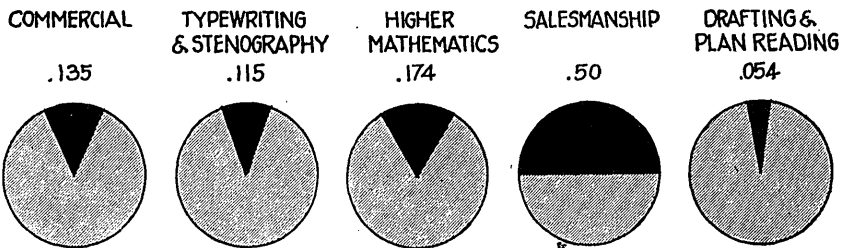
# THE PROPORTION OF THE STUDENT'S DOLLAR USED TO ADVERTISE THE VARIOUS COURSES

■ REPRESENTS THE PART OF THE DOLLAR SPENT FOR ADVERTISING.

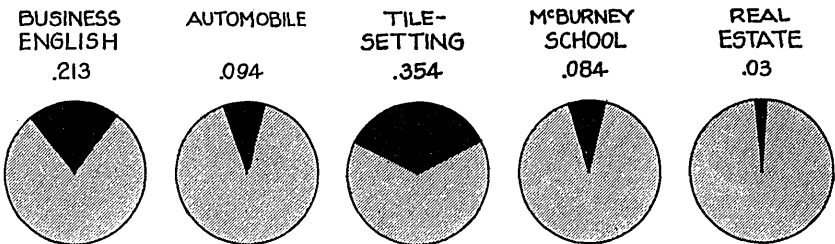
## BRONX UNION



## HARLEM



## WEST SIDE



## SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

educational director. At the East Side and Twenty-third Street Branches, the responsibility for advertising is in the hands of the educational secretaries, who get such help from their assistants as they may desire. The West Side Branch employs a full time assistant secretary in charge of advertising and in addition the part time services of another official in an advisory capacity.

### *Publicity*

An attempt has been made to coordinate the publicity work of the Y. M. C. A. by means of a central Bureau of Information. It was established as an experiment in March, 1921. It is supported from three sources: the International Committee provides 50 per cent of the expense of the Bureau; the West Side Branch, 25 per cent; and the City Board, 25 per cent. The Bureau releases practically all of the news items, newspaper stories, and other newspaper publicity relating to the Y. M. C. A. activities.

The organization of the Bureau consists of three parts: first, a director trained in publicity, and his office staff, whose function is executive; second, a committee of the City Board of Directors, known as the Committee on Information, which acts merely in an advisory capacity; and third, a cabinet consisting of the executive secretaries of the branches or their representatives, who meet once a month to discuss with the Committee on Information and the director of information the general policies of Y. M. C. A. advertising and publicity.

## ACCOUNTING AND RECORDING OF ADVERTISING

### *Accounting*

The various branches have in general a similar system of accounting. However, because of individual differences in defining and distributing items charged to advertising, it has been almost impossible to compare these advertising costs. For example, some branches charge postage used for mailing advertising material to advertising, and some do not.

### *Recording*

The West Side Branch for a number of years has been keeping a record of the results of its advertising expenditures. From every person inquiring about educational courses and from every person enrolling in classes an attempt has been made to discover through what agency the individual heard about the educational work. A system of recording this information has been devised, which has recently been adopted in part by the East Side Branch. The other three branches keep no record of this kind. Their evaluation of various advertising media is based entirely upon observation.



## YOUNG MEN'S CHRISTIAN ASSOCIATION OF THE CITY OF NEW YORK

### ADVERTISING MEDIA AND METHODS

#### *Paid Newspaper Space*

All the branches conducting educational classes use paid newspaper space for advertising purposes, display advertisements, and brief notices placed near classified advertisements and near the "help wanted" columns. The five branches spent for this kind of advertising during the year 1922 the sum of \$32,331. Most of this advertising is handled through advertising agencies. Each branch selects its own agency. Combined display advertisements have also been tried to some extent.

#### *Paid Magazine Space*

Certain branches use paid space in magazines. These advertisements have to do mostly with technical courses. For example, the West Side Mechanical Dentistry School is advertised in such dental journals as the National Dental Journal, Dental Cosmos, Oral Hygiene and Dental Facts. The East Side Branch has advertised its radio school in Q. S. R., in Radio News and in Science and Invention. The total amount of money spent for advertising in magazines is comparatively small.

#### *Catalogs*

Catalogs as an advertising medium are used to a considerable extent. The Twenty-third Street Branch issues a general catalog, and also one for the Law School, one for the School of Accountancy, and a more elaborate one for the Chelsea School. The Bronx Union Branch issues a catalog for the School of Accountancy and Business Administration. The West Side Branch issues a catalog for the School of Mechanical Dentistry, one for the Automobile School and a more elaborate one for the McBurney School. The East Side Branch issues a small catalog of the Schools of Applied Electricity, carrying commercial advertisements which help considerably to defray the expense of publication.

#### *Folders and Other Small Printed Matter*

All branches issue a large number of folders for separate courses. They are mostly informational in character. They are mailed to inquirers, and are placed in the lobbies for general distribution. The folders are mostly of a uniform size. There is also a variety of small printed matter, such as class schedules, free admission cards and the like, much of which is incorrectly charged to advertising. At least one branch has tried novelty advertising, such as pencils.

#### *Posters, Signs, Placards and Billboards*

All branches make use of posters, signs and placards. Most of these are hand painted signs used in the branch buildings themselves. Large signs are found on the outside of all the branch buildings. Billboard advertising is at present used but little, although in the past considerable attention has been given to this method of advertising.

## SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

### *Circular Letters*

Circular letters are a very important form of advertising. The Twenty-third Street Branch and the West Side Branch use them extensively. The West Side Branch mailed 52,000 circular letters during the year 1922.

### *Branch House Organs*

The annual circulation of the five branch house organs is about 650,000 copies. The house organ is used by all branches for educational publicity. The space devoted to this purpose varies from nearly 50 per cent in one branch to about 7 per cent in another branch, according to estimates secured from branch officials. In no case is this space charged to the educational department. However, at the West Side Branch the salary of the editor of the branch organ, \$1,200, is charged to educational advertising. These house organs are all printed by outside printers except the East Side publication, which at present is mimeographed at the Branch.

### *Free Newspaper Space*

Most of the free newspaper space is secured through the efforts of the central Bureau of Information. This Bureau prepares and releases newspaper information relative to the activities of the educational departments. During the past year a considerable amount of syndicated material has been released to the press throughout the country by this agency. This material has had to do particularly with the Automobile School at the West Side Branch and the Radio School at the East Side Branch. The syndicated material does not in any way discuss the work of the school, but each article is signed by one of the instructors and the name of the school and branch is in every case attached to his name.

### *Educational Advertising Copy*

Paid newspaper advertising copy is usually prepared by the director of the educational department. At the West Side Branch, however, it is prepared in general by the assistant educational secretary in charge of publicity. When requested, the central Bureau of Information gives advice on copy.

Most of the free newspaper publicity which is released is prepared by the director of the Bureau of Information from facts secured by himself or furnished by branch officials or instructors.

The publicity material issued directly by the educational departments is prepared in various ways. Some is prepared by the instructor of the course, especially when the instructor is engaged on a commission basis. At the West Side Branch advertising copy is prepared by the assistant secretary in charge of publicity. In the other branches the bulk of the copy is written by the educational secretary himself. Most of the small

publicity material is prepared by persons not particularly trained to write advertising copy.

Practically every piece of advertising matter used in connection with the educational courses advertises also membership in the Y. M. C. A. In most cases this is confined to a paragraph stating the necessity of Y. M. C. A. membership before courses can be taken. In some instances, however, considerable space is devoted to advertising membership.

The folder seems to be the favorite type of small publicity material. They vary from a single sheet flyer to four-page, six-page, twelve-page and thirty-two-page folders and booklets. Illustrations are freely used, picturing especially classroom scenes, instructors and equipment. In a few cases two colors are used. Sometimes striking covers are found; for example, the West Side folders, "English for Foreigners" and "Real Estate." Some of the courses utilize the stock folders put out by the United Y. M. C. A. Schools, with the branch imprint on one page. Only one piece of cooperative advertising was found, a handbill listing all the courses given in the city branches. Possibly a schedule of classes covering all branches could also be classed as cooperative advertising.

#### CONCLUSIONS AND RECOMMENDATIONS

##### *Cost of Educational Advertising*

During the ten years from 1912 to 1921 inclusive, advertising cost the educational departments \$371,746. This is equal to 16 per cent of the total tuition income for the period, and amounts to \$3.26 per enrolled student.

The advertising budget in ten years has trebled. It has grown fairly steadily. Enrolment in general has also grown, although not so rapidly as advertising cost, as is shown in Table 27. This has caused the advertising cost per enrolment to increase steadily over the period of ten years. Table 26 shows that the West Side Branch has been most generous in appropriating advertising funds. During the ten year period its advertising cost has been \$5.44 per enrolment as compared with \$2.85 for the East Side and \$1.14 for the Twenty-third Street Branch. The different types of courses given may partly explain the difference between West Side and East Side in this enrolment cost. Methods of accounting the charge "Advertising" may explain some of the differences. Much of this increased enrolment cost is no doubt due to the increased cost of advertising itself.

In presenting Table 28, the survey staff appreciates the fact that advertising cost is only one of the many items affecting tuition income. This table indicates that all the branches over a period of eleven years have received in tuition income \$6.28 for each dollar spent on advertising. The West Side has received the least from its advertising expenditure, \$6.15; and the Twenty-third Street Branch the most, \$8.74. From this table it is not to be assumed that the West Side advertising has been less

efficient than that of the Twenty-third Street Branch. Too many factors other than advertising influence tuition income. Advertising is, however, a most powerful factor, and any branch which over a period of years has been getting comparatively small returns in tuition income from its advertising should examine carefully its advertising policy and program.

Table 29, comparing advertising costs and instructors' salaries over a period of eleven years, is very significant. All branches have during that period spent nearly one-third as much for advertising as for salaries. The West Side Branch has spent an amount on advertising which is 38 per cent of its expenditure for instructors' salaries; the Twenty-third Street Branch, 15 per cent. In one year, 1918, the East Side Branch spent nearly three-fourths as much for advertising as for salaries.

Advertising has paid if its results are measured in enrolments and tuition income. As a business proposition, in general, the advertising program of the Y. M. C. A. has been successful. If, however, the ideal of the educational department is primarily that of service to the individual student, the rules which regulate advertising in business concerns need to be modified. No educational institution which exists for service and not for profit should expend for advertising such a sum in comparison with teachers' salaries as do the educational departments of the Y. M. C. A. This advertising is paid for by the student's dollar. Those responsible for the expenditure of that dollar should ponder carefully how much of it should be spent for anything which is not direct instructional service. If a considerable per cent of the dollar goes into advertising, then at the most the student can receive from the Y. M. C. A. only the remaining part of his dollar in the form of instructional service.

The survey staff therefore would recommend, in general, that there be a considerable decrease in the amount spent for advertising. If the policy of the departments is to meet real educational needs and give students a maximum of instructional service, the item of advertising can be radically reduced. It is believed, though it can be proved only by actual trial, that a very large part of the amount now spent for advertising could be much more wisely invested in vocational guidance which would help a student determine for what work he is best adapted, in better instruction which would more thoroughly train him for that work, and in placement and follow-up service which would help him find the work which he can best do. This amount so invested and wisely administered would be the best possible kind of advertising for the educational work of the Y. M. C. A. "Good will" is an asset which, though intangible, is universally recognized by business. The educational departments of the Y. M. C. A. may have been investing money in order to build up good will, only to have it destroyed faster than it has been built up by students who were not fitted for a type of work, were not properly instructed in it, have not been able to secure or hold positions and perhaps, reasonably or unreasonably, blame the Y. M. C. A. for it all.

If, as Mr. Ivy Lee recently related at a Y. M. C. A. advertising dinner, the Pennsylvania Railroad found it profitable in results to put into better service in a certain case the money that naturally might have been spent for publicity, the educational departments may find it profitable to scan the product of their guidance, instruction, placement and follow-up of students as revealing a proper place on which to spend advertising funds.

It is plain from Chart XVIII that in 1922 there was a considerable difference in the amount of the student's dollar which was spent to get him into the class. There are reasons for these differences, some of which are valid. The chart is presented merely to show that these differences do exist and to point out that in justice to the student careful attention should be given to that portion of his dollar which is being spent for advertising.

### *Organization for Publicity*

If one may judge from opinions given by various officials of the Y. M. C. A., it is very difficult to get the separate branches to cooperate. One official expressed this fact by saying that "each branch is willing to cooperate, if the matter at hand can be done its way." Another official reported that this is an old saying in some Y. M. C. A. quarters: "If you want a thing done, get one branch to do it alone; if you want it half done, get two branches to do it; if you don't want it done at all, get five branches to do it."

This failure to cooperate more closely in the matter of advertising is costing money. Advertising, especially in a metropolitan area like New York, has become highly specialized. Each educational department cannot by itself afford a trained advertising man. All of them together could. The creation of the central Bureau of Information is evidence of a realization on the part of the Board of Directors that the branches in the city need special help in their advertising and promotion problems. From statements given by the Director of the Bureau of Information and directors of educational departments, it is evident that the Bureau is not functioning as fully as it should. From the viewpoint of the Bureau, this is due to the fact that the various branches do not cooperate and utilize its services. From the viewpoint of some of the branches the failure of the central Bureau to function properly is inherent in the situation. They feel that it is impossible for an outside agency to market their wares, and that the local autonomy of the individual branches would be threatened by such centralization of promotion service.

Looking at the problem of promotion and advertising from the viewpoint of all the branches and especially from the viewpoint of students, there is much waste of money and valuable time in carrying on promotion and advertising activities for the same purpose by five separate and distinct organizations.

It is therefore recommended that a strong centralized organization,

made up of representatives of the various branches, be formed; that this organization deal with the problems of promotion and advertising from the standpoint of the whole educational service rendered by the Y. M. C. A. branches of New York City, not from the standpoint of any single branch. Each educational department or branch should contribute to the support of such an organization such proportion of its cost as the promotion and advertising needs of that department bear to the promotion and advertising needs of all the educational work of the Y. M. C. A. This central organization should be in the hands of men trained in promotion and advertising. They should act as experts for each educational department and should execute the promotion and advertising of each educational department with the approval of the director of that department, under the final control of the City Secretary of Education and the Secretary of the City Bureau of Information.

All printing should be centralized in this organization; paid newspaper space should be placed through it; mailing, circularizing, mimeographing, etc., should be handled for the various branches by it. This proposal does not mean that an outside organization is to be created which shall take over the function of advertising and impose an outside program on any branch. It should be an organization made up of representatives of the various educational departments. It is not so much a proposal to change the authority for the promotion function as it is a recommendation that those now handling promotion work consider the problem from an angle not narrow, individualistic and competitive. It should be an advertising Service Bureau, bringing to each branch expert advice as to publicity problems, and executing for each branch that promotion activity which seems wisest to each branch in view of the whole problem. The possibility of combining all the publicity under a single bureau, including the various other departments as well as education, should be considered as a means of further economy and of unifying all the separate activities and subordinating them to the promotion of the main objectives of the Association.

Perhaps the best form of advertising the Y. M. C. A. possesses is free newspaper space. The central organization should have on its staff someone trained in reporting. His skilled product would be welcomed by the newspapers and could be a powerful means of informing the public about the educational activities of all the branches and of building up good will for the Y. M. C. A.

If, for example, all branches should contribute one-half of one per cent of their budgets (approximately \$11,685) and the City Board of Directors should contribute in addition \$5,000, this sum of \$16,685 should enable the central Bureau of Information to render at a reasonable cost expert publicity and advertising service to all the branches. This is presented only as a suggested estimate for the support of such an organization. It is believed, however, that a central organization could carry

on these activities much more economically than they are now being carried on by the branches and that the promotion and advertising work would be prepared much better. Not the least of the benefits would be to relieve the educational secretaries of the details of promotion and advertising, and to allow them to devote more time directly to education, which, after all, is the function for which the educational departments were created and which should be the main business of educational secretaries.

### *Advertising Records and Accounting*

It has been found that there is no uniform method of recording the results of advertising in the various branches. A recording book similar to that in use by the West Side and East Side Branches should be kept by each branch. This provides a measure of the results of advertising expenditure from which future advertising programs can be adopted. Such records do not absolutely measure advertising results, but they are a much better basis on which to formulate an advertising program than is mere opinion.

The necessity for more uniform accounting of educational advertising was revealed by the attempt to compare the promotion and advertising costs of the different branches, as presented earlier in this chapter. The comparison, however, is at best only approximate. There is no uniform item "Promotion and Advertising." It seems as though when any departmental expenditure could not easily be classified elsewhere, it has been charged to advertising. Lunches, classroom schedules, carfare, notary fees, letter heads, catalogs, etc., etc., are all thrown into the account, "Advertising." On the other hand, the great amount of time of the educational secretary and others spent in advertising activities is not distributed to advertising.

It is recommended that the various educational departments adopt a definite classification of all charges now made against promotion, advertising, publicity, etc., and that each of the sub-items in this classification be defined.

The proposed central organization would make this uniformity of accounting much easier and thus permit one branch to compare its expense with that of the other branches and benefit thereby.

### *Advertising Media and Methods*

An attempt was made to secure some measure of the various media used by the educational departments in their advertising. Information was asked regarding the number of inquiries concerning educational courses which came as a result of advertising in each medium, the amount of tuition receipts received as a result of advertising in each medium, and the cost of advertising in each medium. In two branches the results were tabulated from records which had been kept throughout the year; in two branches the results reported are estimates of the educational secretary;

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## TABLE 30

### EDUCATIONAL DEPARTMENT OF THE WEST SIDE BRANCH RESULTS FROM VARIOUS ADVERTISING MEDIA, 1922

This material was taken by members of the survey staff from the  
advertising record book kept by the educational department.

Newspapers	Inquiries	Tuition Receipts	Cost of Advertising
American . . . . .	490 $\frac{1}{2}$ *	\$ 4,930	\$ 3,251
Times . . . . .	777 $\frac{1}{2}$	8,252	3,779
World . . . . .	2,043 $\frac{5}{6}$	23,793	7,233
Journal . . . . .	35	947	55
Telegram . . . . .	11	85	45
Post . . . . .	11	35	24
Sun . . . . .	5	70	.....
Herald . . . . .	43	634	72
Tribune . . . . .	12 $\frac{5}{6}$	516	29
Globe . . . . .	7	80	.....
News . . . . .	20	52	203
Mail . . . . .	6	248	.....
Novoye Russkoye . . . . .	70	76	.....
Russkoye Golas . . . . .	2	545	23
Nowy Swist . . . . .	.....	.....	14
La Prensa . . . . .	.....	.....	23
"Newspaper" . . . . .	14	390	.....
Brooklyn Eagle . . . . .	1	40	.....
Paterson News . . . . .	1	.....	.....
Daily Store (L. I. paper) . . . . .	.....	20	.....
Yonkers Herald . . . . .	.....	30	.....
Staats-Zeitung . . . . .	1	.....	.....
Totals . . . . .	3,551 $\frac{2}{3}$	\$40,743	\$14,751

Magazines	Inquiries	Tuition Receipts	Cost of Advertising
Harper's Bazaar . . . . .	1	.....	.....
American Legion Weekly . . . . .	1	\$ 120	.....
Popular Mechanics . . . . .	12 $\frac{1}{3}$	260	.....
Red Book (Phone Directory) . . . . .	70 $\frac{1}{2}$	1,940	.....
Good Housekeeping . . . . .	2	.....	.....
Country Gentleman . . . . .	.....	40	.....
Cosmopolitan . . . . .	7	.....	.....
Radio World . . . . .	.....	70	.....
Physical Culture . . . . .	.....	79	.....
"Magazine" . . . . .	3 $\frac{1}{2}$	656	.....
American Automotive Assn. . . . .	.....	.....	.....
N. Y. State Law Pamphlet . . . . .	16	330	.....
Real Estate Record & Guide . . . . .	46	98	\$ 112
Oral Hygiene . . . . .	26	.....	205
Dental Facts . . . . .	42	.....	623
National Dental Journal . . . . .	8	.....	120
Dental Cosmos . . . . .	16	330	215
Total . . . . .	251 $\frac{1}{3}$	\$3,923	\$1,275

\* Fractions result from individuals who report more than one source of information.



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TABLE 30—(Continued)

Miscellaneous	Inquiries	Tuition Receipts	Cost of Advertising
Friends . . . . .	2,105 $\frac{1}{3}$	\$59,901	.....
Y.M.C.A. . . . .	632 $\frac{2}{3}$	10,573	.....
Printed Matter . . . . .	920 $\frac{1}{2}$	13,527	\$ 18
Other Schools . . . . .	466 $\frac{1}{2}$	642	.....
Mr. Fisher . . . . .	.....	131	.....
Mr. Anderson . . . . .	1	60	.....
Ex. Div. Salesmen . . . . .	61	2,688	.....
Auto Show . . . . .	144	630	.....
Veterans' Bureau . . . . .	1	.....	.....
Automotive Service . . . . .	2	.....	130
Association Bulletin . . . . .	.....	.....	.....
American Automotive Assn. . . . .	1	16	.....
Miscellaneous . . . . .	280	102	.....
Total . . . . .	4,615	\$88,270	\$ 148
Total, Magazines . . . . .	251 $\frac{1}{3}$	3,923	1,275
Total, Newspapers . . . . .	3,551 $\frac{2}{3}$	40,743	14,751
Grand Total . . . . .	8,418	\$132,936	\$16,174

one branch stated that no such figures could be determined. The West Side Branch keeps the most accurate and detailed record of specific results secured from its various advertising media. This record for the year 1922 is presented herewith.

In the data presented by four branches, the statements which seem most reliable and most comparable are those in response to newspaper and magazine advertising. From the statements given by the departments themselves, the results, in terms of inquiries and tuition income, of newspaper and magazine advertising, for the year 1922, were as follows:

TABLE 31

NEWSPAPER AND MAGAZINE PAID ADVERTISING, 1922  
From figures submitted by the educational departments.

Branch	Cost of Advertising	Inquiries Credited to It	Tuition Receipts Credited to It	Cost of Each Inquiry	Tuition Return for Each Advertising Dollar Spent
East Side . . . . .	\$11,446	3,431	\$16,229	\$3.34	\$4.73
Harlem . . . . .	472	502	524	.94	1.04
23rd St. . . . .	4,149	724	4,950	5.73	6.83
West Side . . . . .	16,025	3,803	44,767	4.21	11.77

The results of newspaper advertising probably should not be expressed in terms of enrolment or tuition income. The most a newspaper advertisement relating to educational courses can be expected to accomplish is to give information, create interest, and result in an inquiry.

Whether the inquirer thus created enrolls depends upon many things, such as the salesmanship of the educational department, the kind of courses offered, the cost of the courses, the state of the prospect's exchequer, the time of the course, etc. The items of significance in the table just presented, therefore, are the cost of all the newspaper advertising, the inquiries which resulted, and the newspaper advertising cost of each inquiry received.

From records available and from statements by officials, it is evident that one of the most fruitful sources of inquiries is interest created by students and friends of the Y M. C. A. This reinforces the opinion expressed earlier that a large part of the funds now spent in advertising, if invested in the improvement of instruction, placement and follow-up, would result in larger returns; and the effect would be cumulative.

### *Catalogs*

The catalogs used by the different schools vary. There are two distinct kinds: first, the traditional catalog which is little more than a course of study, uninteresting, unattractive, and with none of the elements of advertising in it; and second, the prospectus catalog which is attractive in its makeup, very often illustrated, and serves the double purpose of giving information and selling the course.

In general, it is recommended that more attention be given to the catalogs issued by the various branches, so that they contain the selling elements of attractiveness and appeal, as well as the usual element of information giving. It costs no more to produce an attractive catalog than it does an unattractive one.

### *Posters, Signs, Placards and Billboards*

Those connected with the promotion work of the various branches evidently feel that this type of advertising is very productive. The best single group of customers which the educational department can hope to attract is the membership of the Y. M. C. A. itself. Attractive posters, signs and placards at the entrances of the various branches and in the foyers should result in many enrolments. The various branches are utilizing this form of advertising at the present time most effectively.

### *Branch House Organs*

The branch house organs having, as reported, an annual circulation of 650,000 copies offer a splendid medium for advertising educational courses. The survey staff recommends an increase in publicity in this medium. It is believed that the manufacture of the various house organs could be secured at a much lower figure than at the present time or that a better product could be manufactured at the same figure if the printing of the five house organs were executed through the central Bureau.

### *Free Publicity*

The Bureau of Information has maintained for some time a clipping service. An investigation of the clippings for 1922 shows that a total of 10,688 column inches of free space was secured, of which 7,505 inches related to the educational department. Newspapers in the State of New York gave 6,929 inches, those of Colorado were second with 717 inches, and the rest of the space was scattered among 27 other states and foreign countries. The total magazine space amounted to 269 inches.

As to the distribution of the space among the various branches, the West Side Branch secured 8,602 inches, "all branches" 868, East Side 492 inches, Bronx Union 102 inches, Twenty-third Street 86 inches, Harlem 76 inches, with the rest scattered among nine New York City and three suburban branches. Most of the space took the form of syndicated articles, which had 7,263 inches, general news being second with 1,994 inches. The courses which secured most attention were the Automobile School with 6,008 inches, the Radio School with 690 inches and Realty with 537 inches. The large amount of space devoted to the West Side Branch may be due to the fact that it is the only branch which contributes to the support of the central Bureau of Information, and therefore cooperates better with the director of the Bureau in this matter of publicity.

Evidently the type of publicity most sought for by the press is the syndicated article. News, as such, is second in importance, and the special feature article ranks third. It is interesting to note that practically no editorial comment on Y. M. C. A. activities was made during the year 1922.

The press in the metropolitan area absorbed about one-half of this free publicity material, publishing in all 5,085 inches.

The Y. M. C. A. should capitalize this news interest. In the first place, as an institution supported by gifts and patronized by a large group in the community, it owes it to its patrons to give them information as to its activities. The annual report does not present these facts sufficiently. The best medium for giving information to a community like New York City is the public press. The survey staff heartily approves of the publicity work of this kind which has been done by the central Bureau of Information. Those responsible for the publicity in each branch should realize that the central Bureau of Information cannot give the branch this kind of news service without the heartiest cooperation on the part of the branch officials themselves.

### *Educational Copy*

Advertising material put out by the Y. M. C. A. should have at least two qualities. It should have the quality of appeal or "pull" and it should be honest. A great deal of the copy put out by the Y. M. C. A. is excellent so far as the element of appeal is concerned; much of it is mediocre, and some of it is extremely poor. Newspaper advertisements and small printed

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material such as folders could be materially bettered in this respect if advertising experts in a central Bureau wrote the copy and supervised the makeup and manufacture.

From a careful reading of the advertising literature of the various branches, it appears that in the main this material is honest. The educational departments of the Y. M. C. A. in many of their statements are most conservative when compared with the advertising statements made by commercial schools giving similar courses. It should be remembered, however, that the Y. M. C. A. claims to be non-competitive. All of its statements should be carefully verified before being given out. The Association from its very nature cannot afford to be anything but honest in its dealings with prospective students. All publicity material should be approved by the directors of the various educational departments and such material should not contain statements that cannot be absolutely justified, nor should it contain statements that may be misconstrued by prospective students.

One or two examples will suffice. A great deal of the advertising material by indirection leads the reader to believe that the various branches of the Y. M. C. A. have a most efficient employment service which will take care of students who graduate. It is doubtful whether the educational departments at the present time can justify the building up of such beliefs in the minds of prospective students.

The folder which advertises the School of Mechanical Dentistry, for example, contains this statement: "For that matter, graduates of our school have the choice of taking salaried positions or eventually laboratories of their own. A laboratory can be started with about \$300 capital." Such a statement as this is actually misleading. The facts as to the graduates who have taken the course in mechanical dentistry tell a very different story.

One of the folders on Public Speaking put out by the United Y. M. C. A. Schools begins with the headline, "HOW TO BECOME A 100% SPEAKER." One wonders just what a 100% speaker is and whether the reader of this folder is made to believe that by attending this course, no matter what his qualifications, he can reach that pinnacle.

In another folder entitled, "MAKE YOUR EVENINGS PRODUCE DIVIDENDS, NOT DEBTS," the following paragraph opens the presentation of a course in English for foreigners: "Mastery of the English language is essential. Never before has the need been so vital as now. The war has taught America a lesson. In the future she will be less tolerant toward those who are indifferent to the English tongue." Passing by the great desirability for foreigners learning the English language, there may be some doubt as to whether intimidation is the proper method of persuading them to enroll in the English classes.

It is not necessary to give other examples. The educational publicity

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of the Y. M. C. A. contains very few statements like those just quoted. It cannot afford to make *any* such statements.

### SUMMARY OF RECOMMENDATIONS

It is recommended :

1. That the amount spent for advertising be decreased.
2. That funds now used for advertising be put into vocational guidance, better placement and instruction, for the purpose of building good will through services rendered.
3. That a centralized organization be formed for advertising and promotion.
4. That the Y. M. C. A. furnish the newspapers with more legitimate news relative to its educational and other activities.
5. That the printed matter put out by the Y. M. C. A. be produced under the guidance of the central organization and that great care be taken to have it attractive and scrupulously honest.
6. That a uniform system of recording advertising results and accounting for advertising expenditures be adopted by all the branches.

## CHAPTER VIII

### CHARACTER BUILDING IN EDUCATIONAL WORK

The building of character is held by the Y. M. C. A. to be one of the most important aims of its educational activities. It is therefore pertinent to inquire what the Y. M. C. A. of New York City through its educational courses is doing to develop the character of its students.

There can be no conclusive answer to this question, for there is no means by which one can know exactly what were the qualities of character possessed by the students of a given year when they began their courses, what changes are made during the time they were taking the courses, or exactly what are their qualities of character after carrying on these courses. Character is a vague term, the elements of which are not clearly defined, and there are no valid measures for determining the degree in which they are possessed. In reaching the conclusions given in this chapter, however, certain definite steps have been taken:

1. Y. M. C. A. secretaries, instructors and students have been visited, interviewed and observed at work;
2. Secretaries in and outside of the educational department of the Y. M. C. A. have written what they consider the aims and methods in character building.
3. Secretaries, instructors and students in reply to specific questions have written what they think is being done, or is not being done, in character building.
4. The survey staff, aided by the generous cooperation of secretaries, instructors and students, have studied the situation and have reached certain conclusions, and have formulated definite recommendations.

The aim of the Y. M. C. A., whether considered as a movement, brotherhood, association, organization or institution\*, when broadly stated, is to serve mankind through the religious, social, physical, educational and economic phases of its work. The statement of aim by Y. M. C. A. leaders varies according to the individual and according to the angle from which he sees his work. Following the "Paris Declaration," one leader expresses the aim as being: "To unite young men who are followers of Christ, in service for Him; seeking to bring other young men to a personal faith in Christ and into service for Him; and therefore to seek to help young men to the highest manhood, and to safeguard them from the forces of evil." Another omits the first statement of the above quotation, but makes definite additions when he states the purpose of the Y. M. C. A. as threefold: "The winning of men and

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\*A discussion of the aims of the Association, with a distinction between these five terms, is given by Paul Super in *What is the Y. M. C. A.?*, published by the Association Press, 1922.

boys to Jesus Christ—helping them to believe in Him and His principles so thoroughly that they will follow Him in development and service, the training of men for service and placing them in service, primarily as volunteers." Still another states the purpose briefly thus: "To associate men and boys on a platform of Christian ideals and Christian service." Finally, a fourth leader states: "The objective or purpose of the Y. M. C. A. is most certainly none other than to assist the home, the school, the church, the state and the nation with their obligation of properly rearing and developing the youth of the nation; to furnish the boy, the young man, with a complete, well-rounded program while he is in the process of growth; to help him grow physically, mentally and morally." These four statements, to quote no others, while they vary from the purpose of uniting followers of Christ to a program of civic training that might be accepted by the orthodox Jew, give, it is believed, a just picture of the aim of the Y. M. C. A.

The aim of the educational work of the Y. M. C. A. is to give vocational and character training. To get a more definite view of the purposes of the educational courses, three representative answers to the question: "What, in your opinion, is the particular purpose of the educational work?" may be quoted: (1) "To offer men and boys courses that cannot be had elsewhere, or if offered elsewhere can be had at the Y. M. C. A. with better advantages"; (2) "To give high-grade instruction and to combine it with those influences which are the most potent in building Christian character—this must necessarily be done by the helpful contacts of the teacher or by having the student brought in touch with the other activities of a branch"; (3) "To provide opportunities for training men who need a general course at a special time, a special course, a more intensive or short-term course, a course to meet special emergencies. The Association, because of its lack of rigid educational policy, can be opportune. The purpose is not to duplicate courses that can be given in regular organized institutions." While vocational training and character building are the aims of the educational courses, these three representative replies to a direct question indicate what seems to be a fact, that, when the character phase is considered, the emphasis on character building decreases as the concrete problem comes nearer. It is the old observation that as the institutional phase of the Y. M. C. A. "Organization" comes in the front door, the spirit of the "Movement," while not going out the back door, tends to retire to a place near the exit.

In the educational work there is no clear idea of what is to be done to secure character building. This lack of clearness, together with the difficulty of the whole problem of character training, both in and out of the Y. M. C. A., results in either neglect or confusion in developing a working plan of character building. Some of the reasons for a lack of a clear conception and of a definite working plan of character building are inherent in the situation. A few of these reasons are:

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1. The members of the educational courses have not as a rule been members of the Y. M. C. A. before taking the courses. They come to get vocational training and are not interested in a character building program and often are not in sympathy with the general purposes of the Association.
2. Many of the members of the courses are Jews and Catholics and for this reason alone do not look to the Y. M. C. A. for character training nor for the Christian character as thought of in the original purpose of the Y. M. C. A.
3. There is a great financial pressure placed on the educational secretaries to get members into the courses.
4. As a result of the nature of the courses and of promotion campaigns, the Y. M. C. A. not only has not been able to absorb these new members who come to get courses, but has its energies to a large extent absorbed by them.
5. With the rush to get members of courses, rather than to get members who are vitally interested in the Y. M. C. A., or to run courses for those who are already members of the Association, there has been an immediate necessity of getting instructors for the trade or subject to be taught. It has been by no means possible at all times to get instructors qualified in the trade or subject to be taught who are at the same time interested in a character building program as understood by the Association.
6. There is a tendency to consider the educational courses as an annex to the Y. M. C. A., or as one secretary put it, "Something added on."
7. There is a tendency, both in theory and such practice as there is, to consider character as something apart from what the man is and apart from everything he does. This tendency may or may not be inherent in the situation.

Other reasons that prevent a clear conception either in the theory or practice of character building could be easily enumerated, but probably enough have been listed to show the nature of the problem. All these reasons could be profitably discussed at length before going on to an analysis of some of the data on which the above observations are based. One reason, however, must be discussed at least briefly, the conception of character building.

The Y. M. C. A. in the educational courses given in New York City needs to recognize that the formation of habits of social usefulness and the desire and ability to serve is at the basis of character building; that the courses when right in subject matter and in method of teaching are in themselves of social value; that an interest in those things which make for social order and social progress, and the desire and increasing ability on the part of students to put these principles into practice are



of themselves means of developing character in the classroom. There is no occasion to separate intellectual and moral training in the classroom or shop. Stress should be laid on positive service, and this can best be taught when it is recognized that there is constant opportunity for service. Habits of social usefulness are not taught apart from social need. When these principles are recognized and acted upon by instructors, there will be less teaching about moral ideas and more teaching of moral ideas. There is no assurance that knowledge about any desired quality of character will produce that quality, but there is abundant reason to believe that moral ideas taught in concrete situations will be motivating forces in the guidance of conduct. There is no reason for the public or any Y. M. C. A. leader to lament the absence of a time set apart in any course for "character-building talks" or moral instruction, if the character of the teachers, the subject matter, the method of teaching, the ideals and atmosphere of the class are, to quote John Dewey, "such in detail as to bring intellectual results into vital union with character, so that they become working forces in behavior." One Y. M. C. A. secretary may or may not be right when he says: "Character building in the Y. M. C. A. educational courses has been almost entirely a matter of exhortation"; but he certainly is correct when he adds that this method, "by and large is futile."

There may be a time, as another Y. M. C. A. secretary emphasizes, to pray with a man, and it is easy to have some speaker interrupt the work of a class to present some character quality; but it is vastly more difficult and more worthwhile for the instructor to express this character quality in himself, and in his method of teaching to provide situations which require moral action. It is desirable to teach the ethics of a trade or profession as a real part of every minute of instruction every hour. For an instructor to enable a student to be more efficient and as a member of society more able to serve and more desirous of serving and to have all of his powers, whether of body or mind, under control, is to build character. The teacher who by his own character or by his method of teaching inspires a learner to do an honest piece of work, whether it shows or is concealed, is doing the finest kind of character building. The fundamental business of the educational courses of the Y. M. C. A., as for all education, is to get moral ideas into action in motivating and guiding conduct, rather than to talk about moral ideas.

Some responsible Y. M. C. A. educational leaders seem to have repeated a statement of what they hope they are doing by way of character building so often that they have come to believe that their hope is a statement of fact. This type exists and in high places, but so far as this study is able to discover this type does not represent a majority of the Y. M. C. A. educational leaders. There seems to be a willingness on the part of the majority not to expect a formula to work a miracle, a willingness to face the facts and square the claims with the facts. This

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group is not expecting some supernatural force to relieve them of the work they must do, if it is done at all, and are not using religious phrases consciously or unconsciously to cover up poor work.

In order to understand this problem of character building in the Y. M. C. A., an analysis of some of the characteristics of students in educational courses is necessary. Table 32 shows the number and percentage of those who were and who were not members of the Association at the time of enrolment in courses.

**TABLE 32**  
**MEMBERSHIP OF STUDENTS AT TIME OF ENROLMENT**

Branch	Number of Students Who Were:			Percentage of Students	
	Members at Time of Enrolling	Enrolled for Course and Y.M.C.A. Membership at Same Time	Total Number of Students	Members at Time of Enrolling	Enrolled for Course and Y.M.C.A. Membership at Same Time
Bronx Union . . . . .	13	182	195 <sup>(1)</sup>	7	93
East Side . . . . .	152	1684	1836	8	92
Harlem . . . . .	31	144 <sup>(2)</sup>	175	18	82
23rd Street . . . . .	336	778 <sup>(3)</sup>	1144	30	70
West Side . . . . .	790 <sup>(4)</sup>	1980 <sup>(4)</sup>	2770	28	72
Total . . . . .	1322	4768	6090	22	78

<sup>(1)</sup> Records of 344 additional students not available

<sup>(2)</sup> Sixty of these students taking short-term courses or English for Foreigners were not required to take out membership

<sup>(3)</sup> This figure does not include 796 law school students, probably mostly new members

<sup>(4)</sup> This figure is an estimate. The educational records of this branch fail to make proper distinction between old and new membership. McBurney School pupils are not included in the estimate

The checking of the cards of 6,090 students in the educational courses shows that 1,322, or 22 per cent, were members of the Y. M. C. A. at the time of enrolling for their courses and that 4,768 students, or 78 per cent, became members at the time of enrolment. The percentage of students who were members varies from 7 per cent at the Bronx Union Branch to 30 per cent at the Twenty-third Street Branch. However, if the 796 members of the Law School were included in the figures for the Twenty-third Street Branch, the percentage of those who were members at the time of enrolment would be nearer 18 per cent than 30 per cent.

Since only 22 per cent, or approximately one student out of five, were members of the Y. M. C. A. before enrolling for an educational course, the question of character education is rendered more difficult. It appears that four out of every five members of educational courses came to the Y. M. C. A. for the specific purpose of education. Educational courses evidently are good for building up membership in the Y. M. C. A., but such membership does not in any sense assure that these students are interested in the general aims of the Y. M. C. A. Not only is the problem difficult because of the fact that 78 per cent of the students

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become members of the Y. M. C. A. at the time of enrolling for educational courses, presumably as a requisite to buying this privilege, but also because the large number of Roman Catholic and Jewish members naturally would not look to the Y. M. C. A., a Protestant organization, for character building as originally understood by the Association. It has not been thought necessary to work out fully the division of the Y. M. C. A. membership into Roman Catholic, Jewish and Protestant groups. However, the following table (33), made up of ten groups of students, 733 in all, throws some light on the problem.

TABLE 33  
RELIGIOUS AFFILIATIONS OF 733 MEMBERS.

Course	Number of Students	Percentages of Three Religions				
		Roman Catholic	Jewish	Protestant	Not Given	Total
Accounting*..... (Bronx Union)	11	0	0	82	18	100
Architectural Drafting..... (East Side)	35	43	6	51	0	100
Electrical..... (East Side)	206	39	9	42	10	100
Mechanical Drawing..... (East Side)	11	54	0	46	0	100
Plumbing..... (East Side)	53	40	11	43	6	100
Accounting*..... (23rd Street)	59	19	2	34	45	100
Bricklaying..... (West Side)	173	42	5	39	14	100
Plastering..... (West Side)	43	51	0	42	7	100
Tilesetting..... (West Side)	142	29	8	47	16	100
Total.....	733	37	6	43	14	100

\* Information obtained from questionnaire. Information for other courses obtained from records.

As is shown in this table, 37 per cent of the 733 students are Roman Catholic, 6 per cent Jewish and 43 per cent Protestant, while 14 per cent are not classified. These percentages might not be maintained if the whole student body were classified, but a sufficient number is shown to bring out impressively the fact that there are at present many Roman Catholics and Jews who are members of the Y. M. C. A. If these important divisions are recognized, it is plain that a Protestant organization cannot easily furnish a unified religious program. This does not mean, however, that there cannot be a definite character building phase in all of the educational work.

The qualifications of instructors in Y. M. C. A. educational courses may now be considered. The 137 teachers are from 20 to 70 years of

age, with a median age of 35. Seventy, or 51 per cent, of the 137 teachers are not above the grade of high school graduates; fifty-two, or 38 per cent, have completed work for an A.B. degree in college or more; twenty, or 15 per cent, have met the requirements of an A.M. degree or more; and four, or 3 per cent, have taken a Ph.D. degree. There is no assurance that a college degree will of itself make a highly successful or even a satisfactory teacher in a character building program, but if the teachers are carefully selected this amount of training should be of some service in formulating such a program and putting it into efficient practice.

It is of very definite importance that the instructors in trades or professions included in the Y. M. C. A. educational courses shall have had experience in these trades or professions. The instructors in trades or professions have earned their living at the trade or profession they teach on an average of ten years. They have also taught the subject they are now teaching in the Y. M. C. A. six years. This experience in the trade or profession and in teaching should enable these instructors to teach the ethics of the trade or profession as a vital part of every bit of their work. They have had a chance to know what ought to be done and how it ought to be done, and if they can hold the idea that character building is involved every time they enable a student to be more efficient and to do an honest piece of work with satisfaction to himself, they certainly have abundant opportunity for real character building as a part of every phase of their work.

Of the 113 teachers for whom there are complete data, 53, or 47 per cent, are not now members of the Y. M. C. A. Of the 60, or 53 per cent, who are members, 44 are active members, 16 are associate members and 28 hold physical membership tickets. The data here presented are another evidence of the tendency for the Y. M. C. A. to cease to be a "movement" and to become a privilege-selling "institution." The fact that nearly half (47 per cent) of the instructors do not think enough of the Y. M. C. A. to belong to it cannot be of great help to the character building program of the Association.

The religious affiliations of the instructors may help in understanding some phases of the character building program. Of the 133 teachers for whom it was possible to secure data on this point, 90 are Protestant, 27 have no church membership, 15 are Roman Catholic and one is Jewish. While interest in a character building program is not the peculiar possession of any church, creed or nationality, it is difficult to square the conditions found here with the aims set up for the Christian character building program of the Y. M. C. A.

A consideration of the number of Y. M. C. A. educational instructors who are teachers of Bible classes in or out of the Y. M. C. A. may throw some further light on this phase of work. While some Y. M. C. A. instructors devote their whole time to the educational work, the median

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instructor, when all are considered, teaches seven hours a week, for which he receives less than \$20. Teaching for many is, therefore, a means of service, an avocation, or a way of making some extra money. Some one or all of these motives for these part-time teachers may explain why only 2 per cent of 113 instructors teach Y. M. C. A. Bible classes and why only 9 per cent teach Bible or Sunday school classes outside of the Y. M. C. A.

The replies of the 113 teachers to the question: "Do you give talks to your class as a group for the primary purpose of developing character?" indicate that the teachers are about equally divided in this respect. Fifty-four, or 48 per cent, do not give such talks, while 59, or 52 per cent, do. In reply to the question: "Do you have talks with the members of your class individually for the purpose of developing their characters?" 76, or 67 per cent, say they do have such talks. Half of these have such talks with their students during the class hour. As a check on this point, 241 students representing all five branches were asked: "Have you been given any character building talks in your class by your instructor?" An analysis of their written replies shows that 88 out of the 241, or 37 per cent, were aware of having been given character building talks by their instructors. (The percentages of students by branches who were aware of having received such talks were: Twenty-third Street, 64 per cent; West Side, 31 per cent; East Side, 22 per cent; Harlem, 20 per cent; and Bronx Union, 8 per cent.) The group of students, 241, is not large enough to make sure that it is a fair sampling; but, as it stands, half of the teachers give character building talks and about one-third of the students are aware of it.

The character talks may be given in class by someone other than the teacher. Very little by way of furnishing speakers for classes has been done except at one branch. In the evening classes at the West Side Branch 70 per cent of the classes, according to the instructors, had character building talks by some outside speaker. Following up this same point, the answers of the 241 students who replied to the question: "Have you been given any character building talks in your class by any person other than your instructor?" showed that 17 per cent of the students in all five branches were aware of such character building talks. (By branches, at Twenty-third Street 18 per cent were aware of character building talks by someone other than their instructor; at West Side, 25 per cent; at East Side, 10 per cent; at Harlem, 13 per cent; and at the Bronx Union none.) According to the teachers, 70 per cent of the day and evening classes at the West Side Branch had character building talks by an outside speaker and, according to the random sampling of students at this branch, only 25 per cent were aware of it. Either the sampling chanced to be unrepresentative or the students forget easily that they have received such character building talks or do not recognize them as such. When all the branches are considered, 64 per cent of

these 241 students were not aware of character building talks by their instructors and 83 per cent were not aware of such talks by any other person. So far as our data go, two-thirds of the students do not remember any character talks during the year. These talks may be of some value if they are well done and the fact that their purpose is not obvious may enhance their value. However, occasional talks in class can have but a small place in a sound character building program.

The real test of character education is determined not by the talks the students hear, but by what they do. The intellectual aspect of the work must of necessity be emphasized—the understanding of some particular idea, or how to do some particular thing. However, if the student thinks straight, if he is becoming a more helpful member of society by becoming more proficient in his work and if, as he learns, he is getting the idea of using his knowledge and skill for the good of society, he is building character. Whatever character building takes place and is assured of permanency is not “plastered on from the outside,” but is a vital part of every bit of work that is done. In all probability it is not talked about as such. Ideals of workmanship are taught, if taught effectively, as a real part of teaching the knowledge and skill involved in the work. Regardless of the faith that some Y. M. C. A. leaders have in the direct teaching of character by talking about character, it is reassuring to know that 80, or 71 per cent, of the 113 teachers attempt to teach workmanship ideals and trade or professional ethics. Forty, or 50 per cent, of these 80 instructors think that as a result standards of workmanship have improved most; 10 per cent think that relationships to other students have shown the most improvement; 3 per cent think that religious attitudes have changed most for the better; 16 per cent consider that certain manly virtues have improved most; while 21 per cent do not specify in what respect there has been the greatest improvement as the result of their work in teaching workmanship ideals and trade or professional ethics. It is probable that much of the most effective character teaching is not the result of any direct talking about the qualities desired, but that growth is gained, if gained at all, by the way the work is done. If the work of the class under the direction and influence of the instructor is not carried on in accordance with the principles which it is desired that the students adopt, there is small chance that any talk by anyone outside the class or even by the instructor will have any great influence in building character.

It is possible that interest in character building, as in anything else, may be fostered by the books one reads. It was thought that, if the supervisory officers of each branch of the Y. M. C. A. had any faith in the books or articles that have been written concerning character building, they might have recommended some of these books or articles to the 113 instructors. Consequently in the questionnaire to the teachers this question was included: “What books or articles (if any) have

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been recommended to you by a Y. M. C. A. educational supervisory officer as helpful in methods of character building?" Fifty-seven, or 51 per cent, of the instructors say no books or articles have been recommended, while 41, or 36 per cent, make no answers. Fifteen, or 13 per cent, report that they have received such recommendations. In reply to the question as to the names of these books or articles, it is found that 35 books or articles (not 35 different books or articles) have been recommended. It is evident that the Y. M. C. A. educational supervisory officers are doing very little to suggest helpful reading on methods of character building to their instructors.

The instructors themselves, however, are recommending books other than regular textbooks to their students. Of the 241 students previously referred to, 45 per cent report that such reading recommendations have been made. (The recommendations among the various branches in percentages are: Twenty-third Street, 49 per cent; East Side, 48 per cent; West Side, 47 per cent; Bronx Union, 41 per cent; Harlem, 13 per cent.) Since these books may be of any nature other than textbooks, they may or may not have anything to do with character building. The number of books recommended and the number read according to the students' reports are here presented:

	Bronx Union	East Side	Harlem	Twenty-third Street	West Side
Median number of books recommended ....	3.0	2.5	0.0	2.6	3.3
Median number of books read .....	2.0	1.7	0.0	0.6	0.8

These data are not to be considered too seriously. However, it is evident that the instructors are recommending some books other than textbooks and the students are not reading many of them.

In reply to the question: "In your opinion should you make a greater attempt to build character in your courses than do instructors outside of the Y. M. C. A.?" 54, or 48 per cent, answer in the affirmative; 18, or 16 per cent, do not think they should make greater attempts to build character than do instructors outside the Y. M. C. A.; while 41, or 36 per cent, do not reply to this question.

When one considers the lack of educational supervision of Y. M. C. A. instructors, the tendency to rush for big numbers, the individual differences of instructors and the fact that the vast majority of students come for vocational courses rather than for any other interest in the Y. M. C. A., this widespread difference of opinion is to be expected.

To get at the problems on which the 113 instructors felt that they needed help, this question was asked: "What particular problems in your class work would you like to have the survey study?" A large variety of problems was suggested. Since the Y. M. C. A. emphasizes two objectives—character building and vocational training—as justification for the existence of Y. M. C. A. educational courses, it might be ex-

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pected that the problems would more or less divide themselves between these two phases of the work. However, it is interesting to note that only one instructor makes any mention of a problem concerned with the character building phase of the work and he does not think his group of rather mature students "require any character building."

One of the ways that wholesome character building influence may be extended by the Y. M. C. A. to students in its educational courses, it is claimed, is by bringing them in contact with other activities through use of the various facilities of the Association. The use made of these privileges by Y. M. C. A. students varies according to the group from which the students come. For example, the students in academic and clerical courses use these privileges more frequently than do the students of the building trades. This is probably due in part to the place of holding the classes and in part to the interests of the members of the classes. A chance selection of 241 students in academic and clerical classes and 37 students in a building trade course will make this point plain. This is shown in Table 34.

TABLE 34  
STUDENTS' USE OF Y.M.C.A. PRIVILEGES

	No. of 241 Students in Academic and Clerical Courses That Used the Privi- lege at Least Once in the Past Month	Percentage of 241 Students	Rank of Privileges Used in Order of Frequency	No. of 37 Students in Building Trades That Used Privileges Once in the Past Month	Percentage of 37 Students Using Each Privilege at Least Once in Past Month	Rank of Privileges Used By 37 Students
Concert, Lectures and En- tertainment . . . . .	88	36.5	1	2	5.4	4
Library and Reading Room..	79	32.8	2	4	10.8	2
Social Rooms . . . . .	74	30.7	3	5	13.5	1
Restaurant . . . . .	68	28.2	4	1	2.7	6½
Turkish and Shower Baths..	39	16.2	5	3	8.1	3
Gymnasium . . . . .	37	15.4	6	0	0.0	10½
Swimming Pool . . . . .	34	14.1	7	0	0.0	10½
Barber Shop . . . . .	28	11.6	8	0	0.0	10½
Billiards . . . . .	24	10.0	9	1	2.7	6½
Bible Classes . . . . .	18	7.5	10	1	2.7	6½
Dormitory . . . . .	15	6.2	11	0	0.0	10½
Debating . . . . .	9	3.7	12	1	2.7	6½

Of the 241 students, 34 per cent used none of the twelve privileges; 51 per cent used one or fewer privileges during the month previous to the questionnaire; 78 per cent used three or fewer privileges; and 98 per cent, seven or fewer privileges during the month. As would be expected, those who belong to the Y. M. C. A. before taking educational courses make use of the privileges of membership, while those who become members of the organization in order to take an educational course



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make decidedly less use of these privileges. This latter group has been shown to constitute the large majority of the members of the educational courses.

### SUMMARY OF RECOMMENDATIONS

In the case of 6,090 students in Y. M. C. A. educational courses in New York City 4,768, or 78 per cent, were not members of the Y. M. C. A. before taking these courses, but became members in order to be able to take the courses. It seems, so far as educational courses are concerned, that the Y. M. C. A. is not a "Movement," a "Brotherhood" or an "Association," but is largely a privilege-selling institution. The majority of these men, Roman Catholics, Protestants and Jews, are not in any real sense members of the Y. M. C. A. It is no reflection on any of the men that in coming to the Y. M. C. A. they are not actuated by the motives that have operated to make the Y. M. C. A. a "Brotherhood" or an "Association." If the educational department is to be more than an end in itself and is to assist in a large way in securing the fundamental aims of the Y. M. C. A., there must be a definite change. As long as there is justification for Y. M. C. A. educational courses, all who can take them with profit should be admitted; but men admitted for the sole purpose of taking these courses are not and should not be considered in any real sense members of the Y. M. C. A. A new type of membership should be created or these men seeking educational courses and nothing else should not be members at all. Real membership in the Y. M. C. A., if the "Association" is to live and preserve the fundamental ideas that have made it a great "movement," must mean more than the buying of the privilege of taking a special educational course. There must be in a very real sense a connection between the educational classes and the broad purposes of the Association, or the Y. M. C. A. must face the fact that it is just one more agency running a series of private schools. There is already a tendency for the Y. M. C. A. to operate private schools that conceal, rather than proudly acknowledge, that they are a part of the Y. M. C. A. The educational classes or schools are already, by reason of their numbers and their financial income, tending to absorb the time, interest and vitality of the Association. The Y. M. C. A. as an "institution," so far as educational classes go, is tending to run away with the Y. M. C. A. as a "movement."

The Y. M. C. A. needs to restudy the whole field of character education. As a result of such a study there should be less emphasis on direct moral education and talking about moral ideas. The belief in the vital, character building influence of the right instructor in the right place will be strengthened. At the same time there will be a new recognition that character training is not "something added on," but is a part of everything the student does. In accordance with the theory of character education advanced in this chapter, this means that there will be a

new recognition of the worth of subject matter and of the method of teaching. The instructor will teach moral ideas as a part of everything he does, rather than occasionally talk about moral ideas. Judging by observation of classes and by the direct expression of the instructors, some of them are already at work on this basis and it is in these instructors and in others like them who may be brought into the work that the hope of character building in Y. M. C. A. educational classes chiefly rests.

## CHAPTER IX

### TRADE EDUCATION

In number of students and instructors and in money invested in housing and equipment, the courses grouped under trade education are among the most important in the entire list. The following list of courses offered will indicate the extent to which this type of work has been developed in the New York Association.

BRONX UNION BRANCH:	
Architectural Drafting	Plan Reading and Estimating
Mechanical Drafting	
EAST SIDE BRANCH:	
Architectural,	Plumbing Code and Practice
Mechanical and	Radio Telegraphy
Structural Drafting	Showcard Writing
Electricians' Course	Poster Design
Machine Design	Sign Painting
Morse Telegraphy	Stationary Engineering
Plan Reading and Estimating	
HARLEM BRANCH:	
Architectural and	Plan Reading and Estimating
Mechanical Drawing	Surveying
TWENTY-THIRD STREET BRANCH:	
Textiles	
WEST SIDE BRANCH:	
Automobile Driving	Mechanical Dentistry
Automobile Electricity	Motion Picture Operating
Automobile Principles	Bricklaying
Automobile Repair	Plastering
	Tilesetting

The findings and recommendations with regard to these courses will be discussed under the following heads:

1. Organization and Control
2. Aims of Courses
3. Qualifications of Instructors
4. Admission of Students
5. Courses of Study
6. Equipment
7. Materials of Instruction
8. Results of Instruction

#### 1. *Organization and Control*

The problems involved in the organization and control of trade education are so specialized and complicated that successful operation of trade courses is usually possible only when the administrator has had specific training, adequate experience, and a correct conception of the aim and function of such courses. A public trade school or an endowed private trade school rarely succeeds without this type of leadership. In three branches of the Y. M. C. A. the trade courses are under no supervision other than that of the educational secretaries,

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who are commonly so occupied with promotion and publicity that they have little time to devote to the supervision and control of trade education. It is not found that these secretaries have many of the qualifications for success in direction of trade education, as indicated by their training, experience and educational outlook. In the remaining two branches the details of this work are in the hands of assistant secretaries, active and energetic young men, without any specific preparation for the work they are doing. One of these men has had several years' experience in wartime corporation and army schools, while the other has had no educational experience outside the branch where he is now employed.

It is evident that the Y. M. C. A. trade courses will be handicapped in development until competent leadership in organization and supervision is provided. The plan of reorganization proposed in this survey contemplates the gradual consolidation of all trade courses at a single branch, as soon as proper building facilities can be secured. So far as this chapter deals with the work as at present located, it is intended to apply only during the intervening period. In order that the schools may render adequate service, there should be appointed a supervisor of trade education, thoroughly trained and experienced in the administration of trade and industrial education, including teacher-training, to have charge of the supervision of instruction of trade courses in the various branches, under the City Secretary of Education. This officer may be expected eventually to become educational secretary of the branch in which trade education is to be consolidated in the plan contemplated and recommended elsewhere in this report.

Evidences of lack of uniformity and efficiency in organization are found in the qualifications of teachers, equipment, organization of instructional material, records, and results of instruction. The records of admission, attendance, progress, graduation and employment of students are inadequately kept. Concerning progress of the student after leaving school, nothing could be found in most cases. One of the duties of the administrator is to measure the efficiency of instruction, in order to modify it to fit the needs of the students. This is not possible unless accurate and adequate records are kept of the progress of the students and of their later success in employment.

### *2. Aims of the Courses*

In examining the aims of the courses, as stated in the advertising literature and formulated by the instructors, it is found that many courses are offered without a definite and clearly stated aim. The following are found: "to give men such training as will qualify them for positions with firms doing this type of work"; "to train men for the electrical business"; "to quickly learn the work sufficiently well to go out and hold down their end of the jobs to which they are assigned"; "no useless frills, but covers

the common everyday practice of mechanical dentistry in clear and practical form." In some courses the aim is more clearly stated: "giving instruction preparing for a position as estimator in a contractor's office"; "to prepare students for the Civil Service examinations for Stationary Engineering in New York City"; "to prepare students to enter positions as junior draftsmen or tracers." The formulation of a clearly defined aim is the first step toward the realization of satisfactory results. If the aim is hazy and indefinite, the work toward that aim will tend to be indefinite and uncertain.

It is recommended that the aims of each course be formulated in terms of specific skills and knowledge to be imparted, or of specific and definite occupational standards to be attained at the completion of the course. It is preferable to state that a given course will prepare a student to take a position as tracer, or as a layout man, or as a designer, as the case may be, rather than to state that the course will prepare for all three levels of drafting competency. There should be three courses, if each of the three levels is to be provided for.

Two types of courses should be distinguished: trade-preparatory and trade-continuation. The aim of a trade-preparatory course is to fit untrained men for entrance to a trade. The courses in bricklaying and mechanical dentistry as at present conducted are examples of this type. The aim of a trade-continuation course is to give instruction supplementary to the trade at which the man is already working. This may be either information or skill such as is not usually acquired in daily practice, but is considered necessary for promotion. The courses in plumbing and stationary engineering as at present given are examples of this type. Of these two types, trade-continuation should be most emphasized, as it gives greater promise of utility value. The organization of subject matter and the method of instruction should be adapted to one or the other of these specific aims. Those courses which are at present attempting to function in both these ways should be reorganized into two courses. Table 35 shows the results of a study of 336 former students. The outstanding facts are that the vast majority of students enter a trade course for preparation rather than for continuation; that only one-fifth complete the course; that less than 5 per cent obtain jobs through the Y. M. C. A. and that only one-third at the time of the study were in jobs for which the course taken would be directly helpful. Another study of 185 graduates of the trowel-trade courses, bricklaying, plastering and tilesetting, showed that less than 10 per cent had taken the course as trade-continuation and that only one-fourth were working at the trade.

### 3. *Qualifications of Instructors*

Generally speaking, the instructors in the trade classes of the Y. M. C. A. schools are men of excellent personality, thoroughly experienced

**TABLE 35**  
FOLLOW-UP RESULTS OF FORMER STUDENTS OF Y.M.C.A. COURSES

	Architectural Drafting	Auto Repair	Electrical	Mechanical Dentistry		Motion Picture	Plumbing	Radio	Total
				Graduates	Dropped Students				
Number of Students Answering Questionnaire...	31	21	14	69	28	67	21	85	336
Per Cent for Whom Course is Continuation Education.....	10	14	36	4	4	21	71	27	19.9
Per Cent Completing the Course.....	16	57	50	—*	—	61	0	36	39.7
Per Cent Getting Jobs Through the Y.M.C.A. Educational or Employment Department.....	6	5	21	7 <sup>1</sup>	0 <sup>1</sup>	2	0	4	4.5
Per Cent Entering the Trade for First Job after the Course.....	39	48	64	44	7	21	43	22 <sup>2</sup>	31.2
Per Cent Working at Trade on Date of Ques- tionnaire.....	36	33	43	35	4	12	38	2 <sup>2</sup>	19.9
Per Cent Working at Related Work on Date of Questionnaire.....	19	10	14	0	0	24	5	22	13.7
Total Per Cent Working at Trade or Related Work	55	43	57	35	4	36	43	24	33.6

\* Dashes indicate that data were unavailable

<sup>1</sup> Includes only per cent getting jobs through the employment department.

<sup>2</sup> Some men, if employed on ships, may not have received questionnaire; hence the figures given may be too low.

in their trades, but with little or no preparation for teaching the trade except their practical experience. Because they are of good personality, they are able to interest the student in doing something, but the activities of the students are not always directed toward learning with the minimum of time and effort.

The academic and technical preparation of the instructors ranges from completion of the eighth grade to graduation from a university. Record could be found of but one instructor who had had a training course for trade teachers. Some instructors had no practical trade experience, while others had twenty years or more.

It is recommended that each instructor in the Y. M. C. A. schools be given a course in teacher training to enable him to analyze his trade and build up a series of instruction jobs covering the entire spread of the trade, to enable him to know how to select those who should be trained and to know how to equip and manage a trade shop.

The trade teacher should know what to teach, how and when to teach, whom to teach and where to teach. As a rule the untrained trade teacher has never taken a thorough and precise inventory of what he knows about his trade, or of the skills he possesses. He does not know how to arrange what is to be taught in an instructional order. He has little idea of how the learning process takes place. He is at a disadvantage when asked to handle learners under instructional conditions. As a result, when he is placed in charge of a class, he tells and shows, thinking that this is all there is to teaching. In short, he is an apprentice at the trade of teacher no less than his students are apprentices in the trade they are trying to learn. He must acquire knowledge of the principles governing effective teaching and skill in their use through practice, even as the apprentice acquires skill and knowledge in his chosen trade.

It is not claimed that students do not learn under an unskilled teacher. The process, however, is wasteful of time, material and effort. Without skilled instruction the students may attempt to work out things for themselves, just as they do outside the school; or they may simply sit passively while the instructor talks or demonstrates. With a skilled instructor the speed of the learning process is accelerated, the energy of the students and the teacher is conserved. The skilled instructor achieves results with economy of time and effort because he knows how to use effective methods.

#### *What to Teach: Trade Content*

The trade instructor should first be led to recognize the value of analysis. It is sometimes necessary to challenge the knowledge which he assumes he possesses about his trade by asking him to tell just exactly what he does in performing a given operation. He has probably repeated this operation so often that he now performs it without consciousness of its integral parts. But if he is to teach the operation, he should be con-

scious of each step, so that he may properly lead the learner to acquire the desired skill and requisite knowledge.

For purposes of instruction the jobs should be listed on separate index cards, on which are placed also analyses of the necessary operations for each job. On accompanying cards should be listed the functioning information, the related science, mathematics, drawing and trade theory, knowledge of which is required to perform the job. A study of these job cards will usually show that the trade is made up of a number of processes or unit operations, into which the listed jobs may be grouped, and of which the individual jobs are variations.

Next the jobs, or processes, should be grouped with regard to the kind of learning difficulties involved. Each group thus formed is termed a block or unit. Thus the trade is broken up into a number of blocks, each composed of a number of jobs all having the same *kind* of learning difficulty, but with varying *degrees* of learning difficulty. The jobs in a given block should then be arranged in an instructional order in which the learner can advance with the maximum of learning efficiency. As guides in this process should be set up the criteria of learning difficulty, the factors governing progression from the untrained to the trained stage, which are accuracy, speed, complexity, number of operations, judgment, and mental attitude. With these in mind the learning jobs should be arranged into an instructional order for the block, beginning with the job easiest in point of learning difficulty, as determined by the progression factors, and going on to the job hardest to learn.

After the order in which to present the learning jobs has been fixed, the teacher should be led to select the material or medium to be used in each case to impart the desired skills and knowledge. The material selected should be of real educational value, of the production type rather than mere exercises, of a nature to attract and hold interest, and it should be within the mental and physical capacity of the students.

The next step is to prepare the work sheets, job-sheets or instruction cards, which are written directions for the performance of the jobs. These are used to supplement, rather than to supplant the oral and visual instruction of the teacher. The job sheets should contain a clear statement of the job to be done, necessary directions for procedure, references to sources of information, and questions to develop the learner's thinking, to test the amount and quality of acquired knowledge and to give further opportunities for the application of the embodied principles and processes to trade situations. Each job sheet then becomes an instructional unit with the interest centered on the manipulative work to be done, and with the related work finding its motivation in a real situation that interests the learner.

The result of such a process of analysis and synthesis should be a complete series of instructional units covering the entire trade, arranged in order of learning difficulty from the easiest to the most difficult.



Such a series of aids would enable any teacher to concentrate his energies on the fundamental teaching activities and would allow individual instruction with a minimum of effort.

*Method: How and When to Teach*

The instructor should understand the nature of the learning process and how to control it. Part of his skill as an instructor will lie in the choice of the particular type or combination of types of lesson-forms best adapted to achieve the ends for which he is striving. These lesson-forms are the lecture, the inductive lesson, the deductive lesson, the demonstration, the excursion, drill, the socializing lesson, the appreciation lesson, the assignment, the study lesson, the recitation and the review. It should be understood that in a given class period no one of these forms would be used exclusively but they would be variously combined as occasion requires.

Neither the lecture nor the recitation should be used unless the instructor insures through special devices that the students understand what is being presented. The power to generalize correctly from a group of related facts, or to select and apply the proper principle to a situation requiring solution, is one of the most valuable outcomes of any form of education, hence the inductive and deductive lesson-forms should not be neglected. The lesson on appreciation and the socializing lesson involve the development of standards of worth. Character-building is best done in the trade classes through the development of ideals and standards in trade performance.

In teaching the practical work of a trade the major effort should be toward developing skills. Since these are mainly a matter of habit, the methods employed will be those consonant with the laws of habit. The teacher should understand that habits are most easily acquired when the learner comprehends clearly what is to be done and begins the learning process with as determined an initiative as possible, allows no exceptions to occur, and repeats the process until it becomes habitual. The demonstration, followed by drill, is the lesson form on which the trade teacher places most reliance in the production of skill. He should also use the excursion or shop visit as a means of acquiring new trade information and of placing previously learned material in proper relationships.

*Selection of Students: Whom to Teach*

It is too much to expect that every person will be equally successful at every trade. Common experience tends to show that certain types of mind and certain physiques are unsuited to given occupations. The trade teacher should be made aware of the methods of choosing trainees, so that he may cooperate in eliminating at the earliest possible moment those who are found unfitted for successful work at the trade for which they have begun training. At present, although it is announced that

students are taken on probation and are rejected if they fail to show ability, less than half of one per cent of the enrollees are eliminated by the instructional force because of inability. On the other hand, investigation has shown that 60 per cent of the students in mechanical dentistry drop out of their own accord.

*Shop Organization and Management: Where to Teach*

There is a difference between a production shop and an instructional shop. The teacher should know how to plan and operate a shop for trade instruction, how to choose the proper equipment, how to administer the details of his shop, and how to provide for the proper moving of students from machine to machine, from instruction unit to instruction unit. The handling of the necessary material for productive work should be studied, so that the instructor will be able to do this to the best advantage.

*Admission of Students*

Admission requirements are affected by the type of course which is to be offered. To the trade preparatory courses should be admitted on trial those who are not disqualified by lack of intelligence, by age or by physique. The retention of the enrollees should be determined by the progress they make in the beginning of the course, the length of the probation period being adjusted to the nature of the work. To trade continuation courses should be admitted only those whose daily employment prepares them to profit by the instruction given.

The applicants for enrolment in the Mechanical Dentistry course, for instance, should be tested to determine their mechanical ability, actual or potential. It was found on investigation that fewer men entered this course from the skilled trades than from clerical occupations where little mechanical dexterity is involved. A greater percentage of enrollees would be prepared for and placed in the trade if more care were exercised in the choice of applicants. Various researches indicate that tests might be devised to eliminate at an early stage those incapable of success in the learning of Morse and Continental telegraph codes. Simple mathematical tests would eliminate undesirable candidates from the surveying class, while applicants for the poster design course should be required to show evidence of ability in freehand drawing, either through tests, or through submission of evidence of completion of a course in an approved school. The enrollees for plumbing should not be accepted until they have proved that they are employed in such work as will render their instruction of service to them. The stationary engineering enrollees should offer proof that they are employed in power plants or boiler rooms.

*5. Courses of Study*

The courses of study as a rule give in fair order a majority of the projects to be attempted. Some of the newer courses, however, as for

example tiling, have no apparent organizing principle, and are evidently not based on a thorough analysis of the trade. Generally there is little or no definite provision for teaching the related subject matter, such as mathematics in the architectural drawing and in estimating, reading of blueprints in other courses, and color theory and layouts in poster and sign painting. Inadequate organization of fieldwork is found in surveying.

It is recommended that the courses of study be reorganized on the basis discussed earlier in this chapter and that increased provision be made for related subject matter.

Specific recommendations are made as follows:

**Architectural Drawing:** Elimination of formal plates, such as drawings of rectangles, prisms, cones, etc., and the substitution therefor of drawings of actual building materials such as bricks, hollow tile, terra cotta sections, and standard moldings, these materials to be measured and sketched by the student and drawings made from the sketches.

**Automobile Driving:** Organize differing courses for students with previous driving experience and those without previous driving experience.

**Automobile Electricity:** Experience in trouble shooting and repair in cars "off the street" for advanced students.

**Automobile Principles:** Reduce lectures to 45 minutes; devote remainder of period to practical work by the student under guidance of job-sheets.

**Automobile Repair:** Experience in trouble shooting and repair of cars "off the street" in quantity and variety sufficient to afford each student experience in each division of the trade.

**Bricklaying:** Detailed analysis of trade to give entirely revised course of study; practical experience, under guidance of skilled foremen on actual construction, to develop speed and judgment; addition of unit on plan reading and estimating brickwork; lengthen course to 240 hours or more.

**Electricians' Course:** Editing and revision of problem sheets; more attention to science and mathematics of trade.

**Machine Design:** Elimination of copying; instruction in free-hand sketching of machine parts and drawing from student's sketch; lettering taught as need arises in making finished drawing.

**Motion Picture:** Simplifications and systematization of instruction in electrical theory; preparation of job-sheets for machine operation and related work.

## SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

Morse Telegraphy: Addition of short unit courses on electricity for telegraphers, message system, and Phillips code.

Plan Reading and Estimating: Arrange course as follows: Unit on one- or two-car frame and stucco-tile garages; unit on six-room frame dwelling; unit on six to eight room brick dwelling; unit on small loft building, steelframe slowburning type; unit on fireproof apartment house; organization of subject matter on basis proposed at East Side, comprising mimeographed or printed notes accompanying standard size blueprints of the structures in each unit. Unit on use of handbook and other reference material.

Plastering: Complete analysis of trade to determine content; job-sheets to facilitate instruction; actual building experience before graduation, under competent foremen.

Plumbing: Reorganization of instruction material into seven units; rigid pipe work; cast iron pipe work; general shopwork; fixture installation; fixture maintenance and repairs; plumbing code; reading plans and estimating.

Poster Design: Classroom instruction on principles of design and theory of color.

Radio Telegraphy: Revision and improvement of electrical theory course, with preparation of printed notes.

Showcard Writing: Classroom instruction in color mixing, color harmony, principles of design and layout.

Sign Painting: Class instruction in layouts, theory of color, color mixing, design, color harmony, balance shading.

Stationary Engineering: Organization of group instruction, with preparation of instructional material in abundance.

Surveying: Organization of graded series of field exercises and the resulting computation and plotting of notes.

Textiles: Arrangement to keep the "outstanding specialists" close to the subject announced as the assignment for the evening. Syllabus with questions and problems.

Tilessetting: Reorganization of course to form similar to that proposed by the Associated Tile Manufacturers, including job-cards. Actual experience before graduation; lengthen the course to at least 240 hours.

### 6. *Equipment*

Equipment should be viewed in the light of what it is intended to accomplish. What would be satisfactory for a course with one aim might

not be adequate for a course with a different aim. For this reason the appended recommendations are made by courses without any general statement.

Architectural Drawing, Bronx: Adequate lighting of drawing-room with semi-indirect fixtures to an intensity of 10 foot-candles on the working surface; additional cases for models and other teaching materials.

Architectural Drawing, East Side: Individual tables of good design, installed to allow moving about without interfering with the work of students; adequate lighting, semi-indirect, intensity 10 foot-candles; storage and filing space to care for teaching devices and materials; facilities for washing hands.

Automobile Electricity: More floor space; more modern testing tables for generators.

Automobile Repair: More floor space; time clock for recording of job time.

Bricklaying: More floor space per pupil; steel mortar tubs instead of the floor or wooden boxes; ceiling and walls to be painted mill-white, and illumination equal to 4 foot-candles with RLM domes and bowl enameled bulbs.

Electricians' Course: Standard stores equipment of steel or wooden bins for supplies and parts; lecture laboratory with demonstration table and raised banks of tablet arm chairs.

Mechanical Drawing, Bronx and Harlem: Glass projection box.

Mechanical Drawing, East Side: Provisions for storing and filing teaching material; lighting (see Architectural Drawing, East Side); individual drawing tables.

Mechanical Dentistry: Establishment of a laboratory to do commercial work, giving students actual trade experience before graduation.

Motion Picture Operating: Modern type switchboard, slate panels, back-connected switches and meters, for operating and demonstration; fireproof booth for actual practice.

Morse Telegraphy: Remington typewriter with pica Gothic typeface for each student.

Plan Reading and Estimating, East Side: Storage space for materials.

Plastering: Increase floor space per student; provide walls of wooden lath, metal lath, hollow tile and brick; better facilities for storage of street clothing, tools and overalls; better plaster boxes.

Poster Design: More filing space and storage space for instruction material and finished work; locker space for storage of unfinished work.

Radio Telegraphy: Laboratory teaching equipment.

Showcard Writing: Facilities for cleaning brushes and tools; complete outfit of brushes, etc., provided at expense of student or Y. M. C. A., to eliminate borrowing.

Textiles: Combination projectoscope and stereopticon, with textile materials for projection.

Tilessetting: Provision for rough brick walls and bare tile-block walls; wooden platforms.

### *7. Materials of Instruction*

In general, there was a lack of materials of instruction with which the instructor could clear up difficult points for his students. This condition undoubtedly springs from the inadequate preparation for teaching of the instructors and of the supervisors of instruction. Instruction conditions could be improved by the addition of the following:

Architectural Drawing, Bronx: Cuts of standard architectural construction and design; models of building construction and examples of building materials; standard sets of plans and specifications of various types of buildings to be used as reference material.

Architectural Drawing, East Side: Small technical library of standard architectural books, magazines on architecture, collection of building materials, models of building construction, type sets of complete working drawings.

Architectural Drawing, Harlem: Cuts or photographs of architectural orders and details, plaster casts of the five orders, sets of working drawings of type structures as reference material; samples of moldings and other building material; technical reference books; encyclopedias of construction, standard handbooks and current architectural and building-trade magazines.

Automobile Electricity: Problem sheets on theory and mathematics of electricity; instruction sheets or job-sheets to supplement the instruction.

Automobile Principles: Mimeographed or printed notes embodying the essential points of the lectures; charts of details of automobile construction.

Automobile Repair: Job-cards for handling the more common operations; charts of details of automobile construction.

Bricklaying: Job-sheets to supplement instruction; charts of the various bonds and types of construction.

Electricians' Course: Revision of problem sheets to be issued in printed form; simplification of textbook employed.

Mechanical Dentistry: Revision of instruction sheets in light of thorough analysis of the trade.

Mechanical Drawing, Bronx: Obtain a quantity of machine parts and some small machines for sketching; assembly drawings of complicated machines from which to make detail drawings.

Mechanical Drawing, East Side: Machine parts and simple machines for sketching.

Motion Picture Operating: Revision of outline to remove errors and conform to best teaching methods; addition of more problems in electricity; instruction sheets in all operating jobs; wall charts showing mechanism of projection machines.

Plan Reading, Bronx: Reference material (See under Architectural Drawing, Bronx).

Plan Reading, East Side: Copies of standard specifications of type structures; sets of plans, specifications and details of a number of different structures of each type, so that students will not all be working on the same structure; charts based on modern labor conditions, showing labor costs on standard operations such as foundations, framing, shingling, etc.

Plan Reading, Harlem: Complete sets of blueprints for type structures.

Plastering: Job-sheets prepared after a thorough trade analysis.

Plumbing: Organization of notes, drawings, charts and problems in each of the indicated units or blocks.

Radio Telegraphy: Printing of lecture notes to save time of students.

Showcard Writing: Printing of alphabets on cards; reference books on design and color.

Sign Painting: Photographs and cuts of work representing high standards of practice, maintained in file which is kept up to date; cards with the six styles of alphabets for individual use.

Stationary engineering: Sectional models of typical small equipment; working models of slide-valve and piston-valve engines; charts showing construction of typical high- and low-pressure boilers of standard design.

Surveying: Organization of field problems; organization of units in mathematics and drafting and incorporation of these in the course.

Textiles: Collection of mounted samples of more commonly studied fabrics, on cards or in stout manila envelopes, filed in the classroom; slides and materials for projection; charts of weaves and fibers.

Tilesetting: Job-sheets in accordance with analysis of the trade.

## 8. *Results of Instruction*

It has been difficult to measure results of instruction, because of the incomplete records kept and of the difficulty of reaching students who have gone out to employment after completion of the courses. The following summary of the findings of such investigations as were made will indicate the general trend of results.

Architectural Drafting, East Side: Replies to questionnaire were received from 31 former students, of whom only five finished the course. Eleven of the 31 were working at drafting and six at carpentry or other building construction. Criticisms received indicate the need for organization of the course into short units, and more practical intensive instruction.

Automobile Driving: Questionnaires were sent to 762 former students in this course, of whom 213 replied. One hundred and seventy-six took the city driving examination and 142 passed it the first time (81 per cent). Several, the number of whom is not recorded, passed the examination on second trial.

Automobile Principles: Twenty-six former students replied to questionnaires. Of these none went into any type of automobile business. About two-thirds of the students who own autos repair their own cars. Four out of five suggestions for improvement specify addition of more practical work as against lectures.

Automobile Repair: Twenty-one students replied to questionnaires. Twelve of the 21 finished the course. Ten secured auto repair jobs, six of these as helpers, three as auto repairmen, and one as proprietor.

Electricians' Course: Of 130 former students, graduates and non-graduates, replying to questionnaire, twelve (or 9 per cent) are employed as electrical wiremen, five (or 4 per cent) as engineers, and the remainder at clerical or other work. Of 76 present students, 13 per cent are employed in electrical trades, or one in eight.

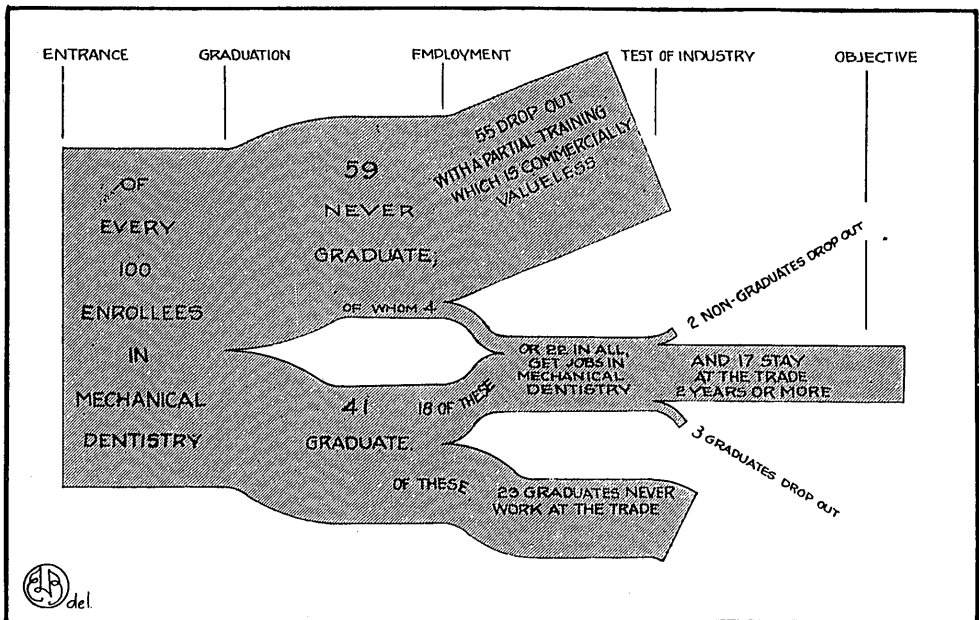


## YOUNG MEN'S CHRISTIAN ASSOCIATION OF THE CITY OF NEW YORK

Mechanical Dentistry: Sixty-nine graduates and 28 non-graduates replied to questionnaires sent to them. Of these 18 graduates and four non-graduates are working at the trade. Chart XIX shows graphically the number of enrollees remaining in the trade two or more years. It is evident that the method of admitting students and instructional methods should be carefully revised in light of this statistical study.

### CHART XIX

#### OCCUPATIONAL RESULTS OF TRAINING FOR MECHANICAL DENTISTRY WEST SIDE BRANCH



Motion Picture Operating: Of 67 former students reporting, 41 took the city license examination. Fourteen in all were employed as motion picture operators at some time subsequent to training. At time of reporting, four work regularly as operators, and four as substitute operators.

Plumbing: Of a total of 53 students, one in two is working at the trade. Six out of ten are working at plumbing or related trades. This appears to be distinctly continuation school training.

Radio Telegraphy: Eighty-five former students, of whom 31 were graduates, answered a questionnaire. Twenty-seven of these had received a first-class radio license, nine a second-class license and five a third-class license. Nineteen of the 85 (or 22 per cent) were employed as radio operators, seven (or

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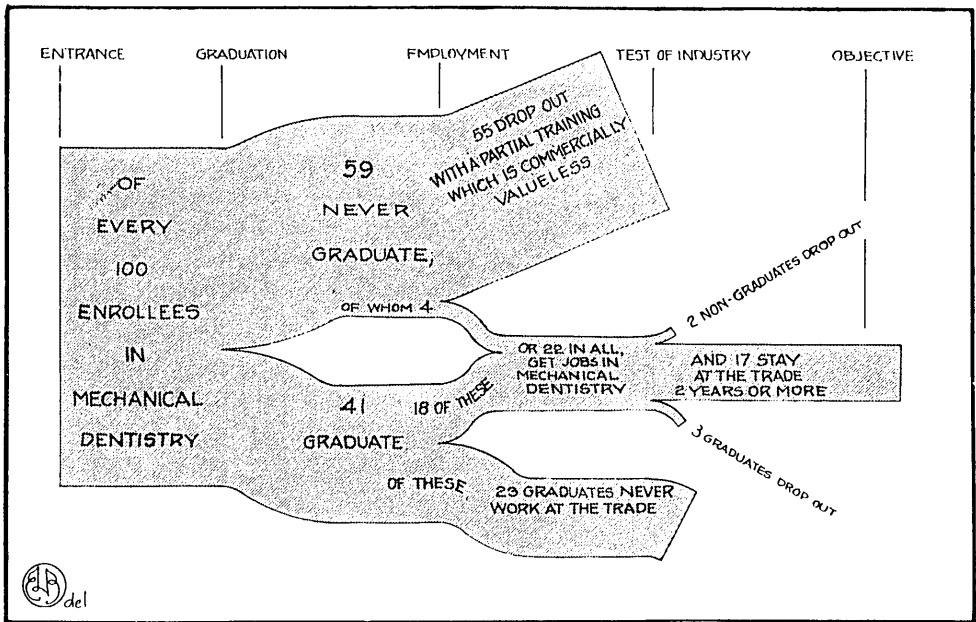
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8 per cent) at radio work other than operating and the remainder, or 69 per cent of those reporting, were unable to find employment in the trade for which they took training. At the time of answering the questionnaire, only two of the 85 reported that they were working as radio operators. The situation is doubtless due in part to the present decline in the shipping business. It is also possible that a number of former students are employed as radio operators on ships and because of this were unable to reply to the questionnaire. There is no way of determining this number, but it cannot be large enough to affect the indication of extreme difficulty in placing those who complete the course.

## CHAPTER X

### NEW YORK LAW SCHOOL

The New York Law School was founded in 1891 by Professor George Chase. For the first seven years of its existence it operated under the sanction of the Board of Regents of the University of the State of New York and in 1898 it was given a charter by the New York Legislature which empowered it to grant the LL.B. degree. The school was successful from the beginning and in 1906-07 it was the largest law school in the United States. Thereafter it suffered some decline in the number of students, but up to the outbreak of the World War it was among the six largest American law schools. The school lost heavily in numbers during the war, which, in connection with an unfortunate real estate venture on the part of the management, became cause for a suspension of the school in 1918-19. At this juncture the trustees of the law school entered into a contract with the Twenty-third Street Branch of the Y. M. C. A. in accordance with which, along with other mutual considerations, the Y. M. C. A. was given the right to take over the law school under its own auspices in 1924, or earlier in case of the death, resignation or disability of Professor Chase. Under the terms of this contract the school has been conducted since 1919 in the building of the Twenty-third Street Branch, under the joint control of the trustees of the Law School and of the Association. At the termination of the period set in the contract, the Association will have to decide whether to relinquish the school or to take over its complete control.

#### *Work of the School as Conditioned by the Rules of the Court of Appeals*

The organization and administration of the New York Law School are very definitely affected by the rules laid down by the Court of Appeals of the State of New York with respect to entrance upon the practice of law in the state. These rules prescribe for all persons who are not graduates of a college or university a period of legal study of not less than four years, all of which time may be spent in the office of a practicing attorney, but one year of which must be so spent. This means that the maximum time that may be allowed, without extending the total time of preparation, for law school study in a school is three years. The rules further prescribe that the academic year shall consist of not less than thirty-two weeks, exclusive of vacations, and that each week the student shall attend not fewer than ten hours of lectures or recitations. The rules further require that before a student may begin to count time spent in an office or a law school toward the prescribed preparation, he must have passed the examination of the Regents of the University of the State of New York, or present a definitely described equivalent.

With respect to the general requirements of the Court of Appeals, the New York Law School is frankly operating on the basis of the

minimum standards set up. It is accepting high school graduates. Its course is three years in length. Its class periods total ten a week. Instruction is offered in the day school from 4:15 to 6:15 daily except Saturday, and identically the same instruction, given by the same teachers, is offered in the evening school from 7:15 to 9:15 daily except Saturday. Both divisions are to be classified as doing part-time work, but the day school students have the advantage over the evening school students of having, presumably, their evenings available for study.

These two factors of low entrance requirements and part-time study immediately appeared to the survey staff as requiring particular consideration. It seemed rather obvious, taking one case with another, that the college graduate who has devoted full time through a period of three years to the study of law was better prepared for the public profession of the law than the high school graduate who has devoted an equal number of years to his legal education during the intervals when he is free from the business of earning a living, plus an additional year of clerkship in a law office. Certainly the former has the advantage of a broader foundation of experience and probably of some years of maturity, and if he has been at all fortunate in his choice of a law school, he has spent more time and effort in the actual study of law.

From the findings of a questionnaire, distributed among the students of the New York Law School, it was learned that 21 per cent of the students were working full-time in law offices and that 8 per cent were working part-time in law offices. Of the 79 seniors, 34 per cent were working full-time in law offices; of the 124 middlers, 20 per cent and of the 327 juniors, 18 per cent. The advantage of their law office work to the students of law would depend considerably upon the nature of that work, and it can be conceived that much of the work so done might be of little or no significance for legal education. But, leaving that aside, it is of interest to find that less than three-tenths of the students were making any kind of practical connection with the profession of law, for it has been assumed by many supporters of evening law school study that the instruction in the law school was in the nature of a supplementation to legal apprenticeship, which was progressing along with the classroom instruction.

It was further shown from the replies to the questionnaire that 43 per cent of the students were employed at clerical or business occupations other than in a law office; 19 per cent at work other than law, clerical or business; 8 per cent were not holding any job at the time of making the report; and one per cent failed to answer the question regarding their employment.

### *Amount of Time Devoted to Study*

The students of the New York Law School, on their own estimate, average a little more than twelve hours a week in study outside of class.

Of the total number reporting, 30 per cent indicated that they spent ten hours or less per week in study. It is to be assumed that the students gave themselves the benefit of any doubt that may have existed in their minds respecting the amount of time which they devoted to study.

Certainly twelve hours a week devoted to preparation for ten hours of class exercises is not excessive. Indeed, the small amount of time available for or applied to independent student effort is to be regarded as the crux of the entire problem of part-time legal education, and it is a very definite and serious limitation of that type of legal education that it is difficult to secure sufficient student effort for the best educational results in conjunction with a ten-hour-a-week schedule of instruction.

To increase the number of hours of instruction per week does not meet the difficulty, for presumably the instructor is getting sufficient discipline as it is. The only way to move toward a parity of evening law instruction with full-time instruction is to lessen the number of class exercises per week and increase the total length of the course in proportion. But if such a change is justifiable, the improvement of the situation lies with the Court of Appeals, which prescribes the conditions of entrance to the bar of the state. Any single law school which would voluntarily cut down the number of sessions per week and lengthen the course by one or two years, would in all likelihood suffer severely through loss of numbers of students. It is unlikely that such a school could exist unless substantial offsetting advantages should accrue to its graduates.

### *The Question of Entrance Prerequisites*

Before taking up the question as to whether or not the New York Law School should require higher entrance prerequisites for its students than the minimum prescribed by the rules of the Court of Appeals, it is of interest to note the present distribution of the students on the basis of preliminary academic training. Among the 530 students of the school who gave information upon the point, 58 per cent had only the equivalent of a high school education; 23 per cent were college graduates; and the remaining 19 per cent had from one to three years of college work. A combination of the figures for two, three, and four years of college work shows that 36 per cent of the total making a return had the two years of college recommended by the Section on Legal Education of the American Bar Association (1922) as a prerequisite for admission to the bar.

It is of interest further to discover whether or not the college graduates do better work in the law school than do those who are not graduates of a college. A study of the grades made by the members of the senior class of 1918 in the New York Law School shows that the average grade of the students who were not college graduates (91) was 82 on the scale of 100, while the average grade of the students who were college graduates (12) was 87. No student who was a college graduate fell

below the passing average of 75, while of non-college graduates nine fell below the passing average. Of the non-college graduates 27 per cent had grades of 84 or above, while of the college graduates 83 per cent had grades of 84 or above.

A similar study made of the grades of the members of the senior class of 1922 shows that the average grade of the students who were not college graduates (83) was 82, while the average grade of the students who were college graduates (10) was 84. It is further shown that no student who was a college graduate fell below the passing average of 75, while of the non-college graduates eleven fell below this mark. On the other hand, the proportion of grades 84 or above was equal for the two groups and the four highest members of the class were non-college graduates.

Although one should not attach too great significance to the findings from such small numbers of cases as are furnished in these two groups, the much better showing made by the college graduates in the year 1918 suggests the possibility that the school, before its suspension in 1918-19, was attracting a group of college graduates superior to that which it is attracting at present. The hint deserves to be followed up with studies of later classes as they come into the school.

Still further suggestions as to the ability of non-college graduates in the study of law as compared with that of college graduates may be gained from figures placed at the disposal of the survey staff by John Kirtland Clark, President of the Board of Law Examiners of New York State. These figures show that of all candidates for the bar taking the examination for the first time in June, 1922, 72 per cent of all who were both college and law school graduates (358) were successful, while of those who were graduates of law schools, but not of colleges (521), only 51 per cent were successful. It would, however, be a great mistake to suppose that all of the superiority of the college graduates was to be attributed to their college education, for a large percentage of the college graduates attended full-time law schools rather than part-time schools. As a factor in their superiority in passing the bar examinations must be added more time spent in the study of law.

The figures introduced above do not altogether satisfactorily establish the superiority of college graduates in the study of law, but they create a strong presumption of their superiority. But, granted that such is the case, we are not yet down to our immediate problem, for a prerequisite of college graduation for entrance upon legal study has hardly been considered as practicable by any important authority. Our question is whether or not the New York Law School should prescribe any specific amount of college work, presumably a period of two years, as an entrance prerequisite. The survey staff believes that to establish a prerequisite of the right sort of pre-legal college course, containing liberal elements of English, history, economics and government, would be of real



advantage to the prospective student of law, would improve the quality of instruction in the law schools, and would tend to raise the standards of efficiency of the American bar. It is recommended that a statement, outlining such a two-year pre-legal college course as is mentioned above and recommending it to prospective students in the New York Law School, be included in the catalogue of the school. It is further recommended that a study be made of the law school attainments of two-year college men in future classes as compared with those of high school graduates. In this study attention should be paid to the factors of maturity and business experience, so that the weight which is to be assigned to them may be learned. If such a study should bear out the general impressions gained from such figures as we have in favor of college work as a prerequisite for the study of law, the New York Law School should make an effort to place itself upon a basis of accepting only such entering students as will have had at least two years of college study.

It is impossible accurately to forecast the effect of establishing a two-years-of-college prerequisite upon the fortunes of the school. Evidently there is room for experimentation regarding entrance prerequisites in the Metropolitan area, since two of the important evening law schools in the city had in the fall of 1922 more applicants for admission than they could accommodate, and this in spite of the fact that one of them is in process of advancing its entrance requirements to one year of college for the members of the class of 1924, and two years for the class of 1926. It is always to be anticipated, however, that where the state bar entrance requirements are lower than the minimum requirements of the available law schools within a given area, new law schools which accept the minimum prescribed by the state will come into existence to offer instruction on that level. At the same time, the law school which stands on a lower level of admission requirements than its competitors will inevitably find itself instructing the more poorly prepared and less capable student group, or at least this will be so until it eliminates the less fit through a rigorous process of academic selection.

The recommendation of the survey staff is that the New York Law School continue for the time being to admit students to the work of the school on the basis of the minimum prescribed by the Court of Appeals. The main justification of such a policy lies in the fact that, under the existing regulations for entrance to the bar in the State of New York, so large a proportion of law school graduates without a college degree and holding only the regents' certificate succeed in passing the tests prescribed by the State as showing fitness for the practice of law.

However, along with this recommendation that high school graduates be accepted for the work of the first year, there are presented two additional recommendations. The first of these is that a very rigorous process of weeding out unfit students take place at the end of the first half-year's attendance. The second recommendation is that modified

forms of the objective tests that are being applied with success in determining the intellectual fitness of candidates for admission to college, be applied in the case of candidates for admission to the law school. In this way a high standard of student fitness can be maintained and the law school can avoid the danger to its standards of work which will undoubtedly arise if it accepts without discrimination the students who are unable to enter other schools which have higher academic prerequisites.

### *Instruction*

One who is at all familiar with the developments that have taken place in legal education in the United States during the last fifty years knows the great importance that must be attached to the invention and application of the case method of studying law. This method was first put into operation by Langdell at Harvard in 1871, since which time it has had rapidly increasing recognition. At present practically all full-time law schools make use of this method, and a great many part-time law schools either follow it or pretend to do so. Its chief characteristic is the firsthand study of selected cases by the students and the joint working over in the class exercises by students and instructor of cases previously read. The class exercise is so designed as to subject to careful study the principles of law in direct connection with the facts by which the applicability of those principles is determined.

It may be said that any good system of legal instruction will do at least three things for the student: (1) it will help him to organize the body of accepted legal principles so that they will form a coherent and logical fund of organized experience upon which he may draw; (2) it will help him to develop sagacity in the discovery of principles that apply in concrete situations; and (3) it will give him practice in the use of those aids in finding previous decisions in analogous cases which the legal profession has developed for its assistance.

The case method of legal instruction seems to be best designed to meet all three of the above-named criteria. According to its procedure, the student is constantly observing for himself how certain problematic situations of law or equity reach back to the previously organized legal experience of the Anglo-Saxon race. His starting point is invariably with particular instances and he is constantly observing the process of selection whereby previously organized experience is held to apply in these instances. In thus observing how the principle of law which applies under one set of circumstances may, with some change of circumstances, be displaced from its position of control, he is in effect a lawyer and is making use of the same mental processes that he will have to use when called upon to advise a client or present cases before the courts.

### *Possible Weaknesses in Legal Instruction*

The case method may fail if the student, making his first acquaintance with law, finds no way of co-ordinating or organizing into some system

the particular embodiments of principles in the cases which he studies. In that event he will possess no organized deductive background out of which meanings may come and no stable body of legal experience to which new experience may be organically added. This possible failure of the case method must be looked after by the instructor, with whom must rest some responsibility for supplying a matrix of organized experience to which the student by his daily efforts may add for himself. A second possible failure of the case method lies exclusively with the student. It will not be successful with him if he cannot find time for the extensive reading nor taste for the rigorous application which are necessary if he is to learn law according to that system.

The deficiencies of any system of legal instruction which does not depend upon extensive case study are at least two: (1) the student's knowledge of law will consist too exclusively of abstract maxims and he will be without sufficient sense of the selective relationship which exists between the facts of a case and the legal principles which may apply; and (2) he will not have had the desirable amount of practice in the art of passing from the concrete problematical situations which are the subject of litigation back to the funded legal experience which exists in decisions of judges and accepted principles of justice.

### *The Case Method in the Evening Law School*

The survey staff has observed the successful application of the case method in certain classes in evening law schools. They have also observed the same method being very badly applied in that kind of school, and, as is often the effect of a good thing gone wrong, the results were deplorable. Under bad conditions of its use the students made almost no pretence at having read the cases assigned, or where they attempted to give the facts of a case called for, read them without change from the open case book in front of them. It often ended up with the instructor giving the facts of the case and the findings of the court himself. Since no means had been used of providing the student with a comprehensive outline of legal principles, the instructor's discussion of the cases under these circumstances made little contribution to the student's legal knowledge.

It would be well, in considering the utility of the case method in evening law schools, to recall that that method is the first full-time method of legal instruction which has been used in American law schools. All the methods in use before its adoption were, in effect, part-time methods. And since this is the fact, it is difficult to see how students attending lectures from ten to twelve hours a week and doing full-time work for a living besides, can do the student work which is necessary for the successful application of the case method. It may be possible for good work to be done in a certain proportion of the classes of an evening school following this method, but it is altogether unlikely that good work will be done in all of them. Or if uniformly good work is done,

then certainly it must cover less ground and be less comprehensive than a course which follows the case method and has the student's full time.

*Instruction in the New York Law School*

The so-called "Dwight system," as used in the New York Law School, is the old part-time method of legal instruction in vogue before the development of the case method, which has been carried over into an undisguised part-time situation. As to the aims of the instruction given in the school, the individual instructors, as far as they were questioned in the matter, seemed to be in substantial accord. There was no purpose of producing legal philosophers who would engage with the bench in the process of making the law over to meet changing social conditions, but a very determined purpose of producing legal practitioners, who in the greater body of fairly established law would be able to advise their clients soundly of their rights and liabilities. It was as if they agreed that, while the law was in certain details being changed from day to day by new legal decisions, in its much greater part it was firmly established in precedent. For them it was enough that the student should know what the law is; they were not much concerned with what the law has been, or is going to be, or ought to be. They did not think of the graduate whom they would turn out as being a finished lawyer, but rather as an apprentice at law who had been given the equipment through which he could become, with experience and application, a competent lawyer and jurist.

Exclusive of the dean, who is no longer able on account of illness to perform any duties of instruction, there are in the school four regular professors of law and four instructors, all of whom combine the active practice of law with their work of teaching. Of these all are either graduates of Columbia University Law School of a period antedating the establishment of the New York Law School or are graduates of the latter. This means that all the teachers in the school have received their legal education under the text book and lecture method either at Columbia or in the New York Law School. Nor is such close adherence in the selection of instructors to a single form of legal instruction surprising in view of the circumstances under which the school was founded and of the ideas according to which it has subsequently been conducted.

Although in general it conforms to a type, there is some variety in the method of instruction followed in the school. Text books are used and case books are used, but in most instances both are subordinated to the instructor's plan of organization as given in a mimeographed outline of the course. This outline is placed in the hands of the students, who follow its various heads as the instructor elaborates upon them and frequently makes notes of points of special importance or of additional cases or references cited. The instructor makes himself largely responsible for the order of business. He expounds the principle of the

law and illustrates it through suitable examples or cases, some of which are briefed in the outline which the student holds in his hand. As examples of this practice: in a course in contracts the instructor, dealing with the topic, "What constitutes a legal tender?", illustrated by made-up instances and by cases decided in the courts all of the more probable contingencies in the way of a tender. In another course (real property) the instructor, dealing with the subject of fixtures, made a careful exposition of the law of fixtures, going into the origins of the legal doctrines related to it and exhibiting the diverse status at present, as further affected by the statutes, of the law of fixtures in various states. Each important point was illustrated by cases at law and further elaborated by means of made-up examples of various legal contingencies.

It is a very general practice for the instructor to devote a considerable part of each period to the careful review of the work covered as advance work in the preceding period. He repeats his statement of the principles of the law, calls on the students for the facts and the findings in certain of the cases used, and endeavors to state again, in order and with comprehensiveness, the major legal principles and their modifications or adaptations under particular circumstances of fact. The remainder of the period is devoted to the exposition of new material. In effect, the method amounts to a double treatment of the material of the course, and this is commonly supplemented at the end of the term by a comprehensive and detailed review.

It ought to be said that the instruction observed in the school was good after its mode. Its competence was reflected in the admirable attitude of the students in the classes, who were attentive and earnest. In a questionnaire which called for reasons why they were attending the New York Law School, many of the students volunteered expressions of satisfaction with respect to the instruction.

The major pedagogical weakness observed in the instruction was the disproportionate classroom role played by the instructor, which has its counterpart in the relative passivity of the students. It seemed hardly to be expected of the student that he should know anything at the time of the class exercise. Some time he must know, undoubtedly, but in June, when examinations are given. There seemed to be little expectation on the part of the instructor that the student should be able to give the facts and the legal reasoning involved in cases that had been assigned. On questions involving the recall of legal principles which had been discussed in the preceding exercise, there were likely to be more satisfactory responses from the students, but on the whole there was little evidence that the students felt any great responsibility for success in the class exercises. There seemed to be quite lacking in the system of instruction the active and responsible participation of the members of the classes. They were attentive and receptive, but, as it seemed to the observer, to an undesirable extent passive. The system of instruction, viewed

from the most kindly perspective possible, appeared to be too much of a long and elaborate and conscientious "cram" for a distant examination.

The survey staff believes that some modification of the present system of instruction is desirable. Provision should be made for more extensive study on the part of the students of the principles of law as embodied in the concrete details of cases. The students should be held responsible, in general, for more important contributions to the class exercises and in particular, for the reading, reporting, analysis, and discussion of cases. They should be compelled to go through the steps of legal reasoning on concrete data subject to the criticism of the instructor and their fellow students. This does not mean that the case method in its extreme form be adopted at once or ever by the school, but rather that the present methods be supplemented by a type of student activity which constitutes one of the great contributions of the case method to legal education. There is a possibility which deserves careful experimentation that some method of legal instruction which participates in the strong points of both systems, may be best adapted to the conditions of part-time legal education.

At this point may be introduced a consideration which may or may not have a bearing upon the matter of instruction. From a study of the records of the State Board of Law Examiners at Albany, it was found that for the period of four years from 1914 to 1917 inclusive, the graduates of the New York Law School had in the state bar examinations an average success of 61 per cent, as compared with an average success for all candidates examined of 56 per cent. This is to say that for the period of four years, 1914-1917, the candidates coming up for the state bar examinations from the New York Law School were more successful than the average of all candidates by five per cent. But in June examinations in 1922 the average of success for all candidates was 59 per cent, while that of graduates of the New York Law School was only 42 per cent, showing for the latter an inferiority of success as compared with the average of the whole group of 17 per cent.

These figures are susceptible of various interpretations. In the first place it must be admitted that the small number (42) of candidates from the New York Law School in the year 1922 makes the percentage figures less reliable than they would be if the number were as large as in the first period taken (average 105). Furthermore the results of any single year may be exceptional. But if we take the figures for what they are worth, one may find an explanation of the relatively poor showing of the New York Law School graduates in two possible factors. It may be that the school is at present attracting a poorer type of student than it did before the suspension of 1918-19. It is also possible that recent changes in the bar examinations have had an unfavorable effect on the ability of the graduates to pass the state bar examination. For the last two years the examinations have been particularly designed to discover

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the ability of the student in legal reasoning and the system of marking has been changed so as to give three points to reasoning ability, three to analysis of cases, and three to knowledge of the law. It may be that the new emphasis on legal reasoning and the smaller weight attached to knowledge of the law have operated unfavorably to the candidates prepared under the system in use in the New York Law School. But whether or not the latter interpretation is valid, there is evidence of the need of considering ways and means of making the graduates of the New York Law School more proficient in the art of reasoning upon the concrete materials of case law.

### *The Library*

The housing and care of the library of the New York Law School are clearly inadequate and no one is more emphatic in stating this fact than are the officials of the school. The library is contained in a small room with only two double windows opening on a court. The books are crowded together in very constricted stacks. There is no card catalogue of the volumes and there is no trained librarian to make the books available. If one goes into the library to ask for a law report, he is told by the keeper in charge to look for it himself, as all the students do that way. When one finds that West's Northeastern Reporter ends with a 1920 volume at the end of the bottom shelf and desires to learn whether there have been any later acquisitions in that series, he is welcome either to give up his search or start on a personal voyage of discovery. There are in the library reading room a total of eighteen small tables and forty-two chairs, and this for a student body of almost eight hundred.

In the matter of the composition of the library, conditions are a great deal more satisfactory. There are about 5,700 volumes in all, and these include complete files of the reports of cases in the federal courts and of the state reports which are of greatest importance for the work of the school. Current accessions include the West Reporter System (all sections), the Federal Reporter, State Reports, the Federal Supreme Court Reports, the New York State Reports, the New Jersey State Reports, the New York Law Journal, and Shepard's Citations. In 1920-21, the Law School expended \$700 for additions to the library, and in the following year \$818.50 for new books, \$40 for periodicals, and about \$500 for rebinding old books that were in poor condition.

### *Housing and Equipment*

The law school at present makes use of three classrooms: a room on the second floor which accommodates 90 students; one on the third floor which accommodates 178 students; and one on the fourth floor which accommodates 252 students. At present the greatest student load which any classroom is called upon to bear is 234, which is the number of students in the evening section of the lowest, or junior, class. Unless an unprecedented number of students in the junior class drop out, there

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will be no classroom other than the one which that class now occupies to receive them in the fall. This will mean that, with an incoming junior class of at least 200 students in either the afternoon or evening section, a new and larger room will have to be provided.

The rooms are all on Twenty-third Street and near Seventh Avenue, and in all of them the natural lighting and ventilation come from only the street side, so that when it becomes imperative to open windows for the sake of ventilation, the street noises become extremely distracting. In one of the rooms particularly, that on the third floor, the overhead lights are very trying.

All three of the rooms discharge upon the same elevator shaft and stairway, and the landings and the stairway are narrow. This is the only means of exit from these rooms. There is heavy fire-hazard in the present arrangement and an undesirable constriction of movement when the classes are finding their places or leaving them upon dismissal.

One good-sized office room on the third floor is allotted to the secretary of the law school, but there is no provision made for office or consultation rooms for the other members of the staff.

### *Recommendations Concerning the Future Administration of the Law School*

The survey staff does not feel called upon to advise the Y. M. C. A. as to whether or not it shall take up the option granted it through the contract which it has with the trustees of the New York Law School. This depends upon the larger question whether the conduct of such a school is consistent with the fundamental aims of the Association. Clearly it would be within its rights in so doing, and there is sufficient precedent in the United States for legal education under Y. M. C. A. auspices to remove such an undertaking from the category of novelty. Part-time legal education is justifiable under the present social conditions and under the present rules of the Court of Appeals of the State of New York. The rules of the last-named body permit a candidate who has done all his work of preparation in a law office to come up for examination for entrance to the bar. Since that is the case, there can be little ground for denying the right of existence to an agency for legal education which is altogether likely to be considerably more efficient than reading law in the office of a practitioner. As to the demand in New York City for this type of legal instruction, the crowded conditions of the evening law schools in the metropolitan area give ample testimony. The survey staff believes that, other things being equal, the work done in part-time law schools must necessarily be of a lower grade than that done in full-time law schools, owing to the smaller amount of study time available in the former. Yet they recognize degrees of efficiency among part-time law schools and hold that any board of management of such a school should



strive to reach the very best results possible under part-time conditions of instruction.

The honorable history and the present degree of efficiency of the New York Law School constitute valuable intangible assets which the Y. M. C. A. should not underestimate. The school has been conservative, perhaps too conservative; but it would be as great a mistake to make any sharp break with the traditions of the school as it would be to continue without any change whatever its long established policy. In his present state of health, it is impossible for Dean Chase to continue for long the guidance of the school. The Y. M. C. A. must, accordingly, if it takes over the school, contemplate the selection at an early date of a new dean, and on his selection much will turn. It is imperative that the man chosen be a sound lawyer and a scholar in the law. He should not be a doctrinaire supporter of any system of teaching law, but a real student of the pedagogical problems of the part-time law school. As changes in the present staff of the school occur, as they inevitably will, more freedom should be shown in selecting instructors out of other traditions of legal instruction than those which have been so closely followed in the selection of the present staff. It is unlikely, however, that a sweeping reconstruction of the present staff would do other than harm to the school or could fail of losing to the school much of the moral support which it now enjoys among its graduates and others who have been favorably impressed with its system of instruction.

It is highly desirable that at least three of the professors in the school be put on an adequate full-time salary and be expected to devote themselves almost exclusively to their duties of research and instruction. At present, half the instructors in the school are on a schedule of teaching which would be regarded as a full-time assignment in a day law school. The change proposed has been found to be good policy in the day schools and should prove to be equally profitable in the part-time schools.

Such a plan would promise greater professional fitness and enthusiasm on the part of the instructors and would give to the part-time law school a certain permanent personal care which it now sadly lacks.

As a means of establishing a sound basis for participation in legal education, it is imperative that the officers of the Y. M. C. A. should invite to cooperate with them in their responsibility for the law school an advisory committee, to be composed of local lawyers, jurists, and, if possible, some official responsibly connected with a full-time law school. This committee should not exceed seven in number, in order that responsibility may not be too greatly divided, and it should be composed of men who will consider the improvement of part-time legal education a social service so important as to be worthy of their personal sacrifice of time and effort.

In case the Y. M. C. A. should take over the law school, considerable expansion of the present housing facilities will be necessary. There

should be provided three rooms capable of accommodating 200 students each and suitable in all respects as classrooms. Provision should also be made for a number of smaller classrooms to allow for some experimentation with elective courses in the upper years of the law course. There should be provided consultation offices for the instructors, which may be small, and a well-equipped and roomy administrative office. There should be an adequate room for an efficient and growing library, with table equipment for at least 150 students. It is further advised that there should be provided a good sized and comfortably equipped lounging and smoking room for the use of the students. The housing recommendations presuppose the condition that the law school shall continue to be a men's school.

Without attempting to go into the financial details the survey staff believes that the attendance and receipts of the law school, if they continue to average as well as they have during the last two years or for the entire period preceding the late war, will easily meet the considerably expanded program of expenditure advised in this report. It should be possible, without in any way endangering its educational efficiency, to provide adequate housing for the law school out of its own revenues on a system of financing which will take care of interest charges and the gradual liquidation of the capital outlay required. Such a policy will improve the quality of the educational work done in the school and will also add to the permanence and the dignity of the institution. It is the deliberate and earnest opinion of the survey staff that, if the Y. M. C. A. should undertake the maintenance of the New York Law School under its own auspices, it would not be justified in thinking of the law department primarily or at all as a means of financial profit. The obligation of the Y. M. C. A. will be to maintain, first of all, as high a type of part-time legal instruction as is possible, and if there remains any surplus over the cost of maintaining such an institution, it should be considered as a trust for the further improvement of a supremely important branch of professional education—the training of prospective social agents in the administration of private and public justice.

#### A SUMMARY OF RECOMMENDATIONS

1. That under the present rules of the Court of Appeals governing admission to the bar, it is impracticable for the New York Law School to consider changing to a shorter weekly schedule of classes and a correspondingly longer total period of attendance;
2. That a scientific study be made by the officials of the school which will show the weight which should be attached to the factors (a) of two years of college study, (b) of business experience, and (c) of maturity, with a view to determining a desirable basis of admission to the work of the school;

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3. That the policy of admitting high school graduates to the work of the school be continued in accordance with the minimum standards prescribed by the Court of Appeals, but that a rigorous test of the fitness of students be employed at the end of the first half-year's work and the intellectually unfit be eliminated;

4. That objective tests of the kind now being employed to discover the fitness of candidates for admission to college be applied in the New York Law School to prevent such students as are altogether unlikely to profit by the instruction given from entering;

5. That there be no sharp break with the traditional method of instruction followed in the school, but that modifications of that method be sought in the direction of a more extensive and exacting study of cases, in which the students shall participate more actively than they do under the existing system of instruction;

6. That as changes in the present staff of instructors normally occur, some of the new appointments shall be of men educated according to the case-method of legal instruction, who shall be encouraged to make adaptations of the case-method as suitable in the part-time law school;

7. That at least three of the professors of the law school be given adequate full-time salaries; that they be expected to devote themselves almost exclusively to the duties related to legal research and instruction; and that they be available at convenient times for consultation with students;

8. That the library be put into a thoroughly efficient condition;

9. That the law school be housed more comfortably and commodiously than at present, with provision for separate administration of its business, and with provision of a lounging and smoking room for the use of the law students;

10. That an advisory committee, the members of which shall be conversant with the field of law and legal education, be invited by the officials of the Y. M. C. A. to cooperate with them in the determination of the policies of the law school.

## CHAPTER XI

### ACCOUNTANCY AND COMMERCIAL SUBJECTS

#### SCHOOLS OF COMMERCE

The Y. M. C. A. maintains schools of commerce at two centres in New York City. The New York Institute of Accountancy and Commerce is located at the Twenty-third Street Branch, while the Bronx Union School of Accountancy and Business Administration has quarters in the Bronx Union Branch.

The courses given at the New York Institute of Accountancy are based largely on the standardized courses of the United Y. M. C. A. Schools while those at the Bronx Union School are modeled on the curriculum of New York University School of Commerce, Accounts and Finance. Because of this basic difference, each school will be considered separately, general recommendations as to the coordination of the courses in both schools following the detailed treatment.

#### NEW YORK INSTITUTE OF ACCOUNTANCY AND COMMERCE

This school was founded in 1908 and gave "Pace" courses from that date until 1921. Pace & Pace managed the courses and supplied the instructors and text material, paying a percentage of the fees over to the New York Institute.

It having been decided to discontinue the Pace courses in 1921, Mr. James O. McKinsey, C.P.A., was invited to become dean and to organize the school. Some preparatory work was done, but Mr. McKinsey's appointment as head of the Accounting Department of the School of Business in the University of Chicago made it impossible for him to continue as dean. Professor Roy B. Kester, Ph.D., C.P.A., Associate Professor of Accounting at Columbia University, accepted the position of dean for the first year and effected the difficult transition from the Pace courses to the United Y. M. C. A. courses now in use in the school. As Professor Kester was unable to continue for longer than the first year (except in an advisory capacity), Mr. Anthony B. Manning, C.P.A., was appointed dean in 1922.

Because of the basic differences between the Pace courses and those given at present this report will deal only with conditions since 1921. From these alone can a fair judgment be made of the utility and effectiveness of the courses as now given.

#### *Aims of the School*

The school offers two related curricula, the three-year professional accountancy curriculum and the three-year business administration curriculum. The object of the former curriculum is to train men to become accountants, either in public practice or in industrial work, while the latter

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curriculum has as its objective the provision of the fundamental training necessary to equip men for executive positions in business. While the school undertakes to educate men so that they may improve their positions in their present lines of work, as a matter of fact most of the students wish to get out of their present jobs and into accountancy or executive positions.

### *Equipment for Instruction*

The school uses six rooms on the second floor of the Twenty-third Street building as classrooms and one room as the combined office of dean and secretary. Registration and other administrative work are carried on in the general education office of the branch.

Some rooms have desks and are suitable for practical work; others have chairs and are adapted for lectures. Most rooms are clean and comfortable; at least one needs decorating. The rooms are large enough for present classes and small enough to prevent classes of excessive size from being formed.

### *Qualifications of Instructors*

The present faculty of the New York Institute of Accountancy and Commerce consists of twenty men. All the instructors in accounting, with one exception, are either certified public accountants or are on the staffs of firms of certified public accountants. A broad viewpoint is therefore to be expected. The same is true of the instructors in business law, all of whom are practicing attorneys, and of the other specialist instructors.

The teachers are well qualified to give suitable instruction, both from a theoretical as well as from a practical point of view. This condition would appear to be due more to a desire on the part of capable instructors to give their time to teaching in the school than to the pecuniary inducement. The present basic rate is \$10 for a two-hour session; instructors performing similar work in other institutions in New York City are receiving from \$15 to \$25 and sometimes more.

It is recommended that every endeavor be made to obtain, as need arises, instructors of the highest grade, having regard for their teaching ability as well as for their practical training and experience. If necessary, as it probably will be, provision should be made for increasing the remuneration of at least some, if not all, of the faculty. Provision should be made for a suitable salary for the dean, who at the present time is compensated only as an ordinary instructor.

## CURRICULA AND MATERIALS OF INSTRUCTION

Prior to 1921, "Pace" courses were given covering accountancy and certain other related subjects. The complete course covered five semesters, each semester consisting of about sixteen weeks with instruction for two two-hour periods each week.

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At the present time both the professional accountancy and business administration curricula require attendance for two hours on each of three nights a week for a period of three years (34 weeks comprise an academic year.) The sessions are generally from 7:15 to 9:15 P.M. In both curricula, 612 hours are allotted to classroom work, a similar period being required out of class in solving problems, text-reading, etc.

Recommended changes in the curricula will be discussed in this report in connection with both the New York Institute of Accountancy and the Bronx Union School of Accountancy after the description of the Bronx Union School.

### 1. *The Accountancy Curriculum*

The total hours allocated to the various subjects in the curriculum are as follows:

<i>Accounting</i>	<i>Hours</i>
Accountancy, theory and practice (I-IV).....	136
Special businesses .....	68
Cost accounting .....	34
Auditing .....	34
C. P. A. Review .....	34
Income Tax .....	34
Business Law (I-IV) .....	136
Finance .....	34
Economics .....	34
Business organization .....	34
Factory organization .....	34
	<hr/> 612

The above hours include examinations (at least 36 hours). Book-keeping is not included in the curriculum, as it is considered that an average student can obtain the necessary knowledge of routine entries by the use of the practice sets in Accounting I and II. No course in English is included. No differentiation is made between students who desire to enter public accounting and those who intend to become industrial accountants. Practical work, either sets or problems, is required in connection with Accounting I, II, III, IV, Cost Accounting and C.P.A. Review.

All of the texts employed have been approved by the United Y. M. C. A. Schools, with the exception of that prepared by Mr. Manning for use in cost accounting and auditing, which, it is understood, is now being investigated.

### 2. *Business Administration Curriculum*

This curriculum is identical with the professional accounting curriculum for the first year. The theory and practice of accounting is not continued beyond the second year; and, in place of the courses in Factory Organization and Management, Cost Accounting, Banking Theory and Practice, C.P.A. Review, and Income Law and Procedure of the second and third years of the accountancy curriculum, Applied Psychology, Ef-

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fective Speaking, and Applied Business English are required, together with four electives selected from the following list: Applied Advertising, Salesmanship, Cost Accounting, Commercial Spanish, Commercial French, and Income Tax Law and Procedure.

### *Classification of Students*

There are three classes of students in the New York Institute of Accountancy as shown below:

- a. Regular—men over 18 years of age, registering for the full course, who present evidence of a four year high school course or its equivalent. Such students receive the school diploma on graduation.
- b. Conditioned—men over 18 years of age, registering for the full course, lacking the preliminary education of regular students. These students receive a certificate of graduation. They may be transferred to the class of regulars by making up their educational deficiencies at any time prior to graduation.
- c. Special—men registering for one or more subjects without intention of taking the complete course.

No evidence was presented of any effort to induce men in the conditioned class to round out their education more fully and to secure transfer to the regular class.

### *Quality of Instruction*

In the course of the survey, every class except one was visited at least once. An investigation was also made of the papers submitted at the end of the first term. In addition, a meeting of the faculty and a meeting of the students' council were attended in an effort to judge the effectiveness of instruction from as many angles as possible. Unfortunately the New York Institute of Accountancy has too short a history under the present regime to make an investigation of the progress of its graduates possible.

The instruction as evidenced by the lectures attended was satisfactory. Greater co-ordination and uniformity of presentation should be secured through frequent faculty meetings for the discussion of the materials and methods of instruction.

In the elementary accounting classes and in cost accounting, there was noticed a marked tendency to drive home principles through practice. This is excellent as long as theory is not subordinated entirely to practice. In all classes students were encouraged to discuss difficulties and this opportunity was satisfactorily used.

The instruction in bookkeeping was good and care was taken to explain the principles rather than to formulate a series of unintelligible rules. The bookkeeping class should be an effective foundation for the accountancy and business administration courses.

Some text or outline, such as that by Professor Filbey, should be used in the Income Tax course to assist students in comprehending the concepts making up taxable net income, a task difficult of accomplishment by a seriatim perusal of Regulation 62. The instruction on the points covered at the lectures attended was adequate and effective, but it is doubted whether the students would be able to appreciate their place in the income tax scheme.

The instruction in Business English was good. It was evident that the students needed a great deal of drill in grammar, a condition unfortunately too prevalent in all classes. It is recommended that some time be given to the writing of letters in class as well as at home. This course should be made compulsory for all students taking the Accountancy or Business Administration curriculum.

In the classes in Business Law it is recommended that steps be taken to ensure proper continuity and coordination between the various divisions of the subject taught each semester, so as to prevent overlapping. The instruction seems very good.

More time should be devoted to questioning students in the industrial management class in order to develop more facility in expressing their ideas. The students should be held more closely for their homework.

The instructor in economics is rightly endeavoring to relate his subject to business organization and activity rather than to teach the subject as an unrelated study.

In the course in advertising, stress is laid on discussion of assigned homework. Specialists in various fields also address the class from time to time.

Practical salesmanship forms part of the salesmanship course. The instruction was satisfactory and well adapted to the students' needs.

A study of the examination papers developed the fact that the students in the first and second year accounting courses seemed to have a satisfactory understanding of fundamentals and were generally able to apply these to the problems set. The answers in Accounting II showed a good working knowledge of the work-sheet, but the reserve for bad debts was almost consistently mishandled. In Accounting III a partnership problem was set. The intention of the instructor is not obvious as the course deals fundamentally with corporation accounting. However, the paper was well answered.

In Accounting V and VI (dealing with special businesses) a number of students seemed obsessed with the "special business" idea so that they were unable to apply ordinary accounting principles. Some of the questions, necessarily, did not deal with pure accounting and generally these were well answered. The problems (which were not related to the special businesses) bothered some students—an indication that fundamental accounting training was not sound.



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The answers in auditing were disappointing. Vagueness and an imperfect grasp of the points involved were very noticeable. Two-thirds of the papers were graded U—below 75 per cent—and the grading was justified. There is no doubt that this unsatisfactory condition is due to an attempt to cram the contents of Montgomery's text (700 pages) down the throats of students in 17 lectures. This course should occupy two terms and that time will be long enough only to teach satisfactorily the essentials of auditing.

The papers in money and banking, business administration and factory management were on the whole well answered. The gradings were generally too liberal, but this fact did not result in passing unqualified students. In each class, there seemed to be three or four men whose general education was insufficient for them to follow the course to advantage.

In all the papers there is noticeable a want of uniformity of set-up, bad writing is prevalent, and the English used leaves much to be desired. Frequent short quizzes, the answers being criticized as to style and English as well as to technical content, would do much to improve this condition.

Greater stress should be placed on the inculcation of fundamentals and more hours should be devoted to principles and their application. Accounting V and VI has no place in a three year course and only a doubtful one in a four year course. If students are taught principles and are made to apply them, the problems of special types of businesses, when they are met in practice, will be much less formidable than under the present scheme.

### *Finances*

The New York Institute of Accountancy is not self-supporting, even though rent and other overhead are excluded. For the period June-December 1921, the income from fees was \$5,693.36 and the expenses \$5,976.61—a loss of \$283.25. To this should be added a deficit on the book store of \$74.59, so that the total loss was \$357.84. For the calendar year 1922, the fees amounted to \$15,974.81, while the expenses were \$16,816.00—a loss of \$868.19. Because of the lower registration, a loss of \$3,000 is expected for 1923. No overhead is included in these computations.

Although the branch may be willing to make up this deficit out of the membership subscriptions which of necessity arise from educational work or from other funds, it is believed that a self-supporting accountancy school in New York City consistent with the ideals of the Y. M. C. A. is a possibility that can be achieved through the adoption of the recommendations outlined later in this section of the report.

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## *Statistics of Registration*

The following statistics indicate the enrolment and number of graduating students in each class, under the professional accountancy curriculum.

TABLE 36

NUMBER OF STUDENTS ENROLLED, WITHDRAWN AND COMPLETING EACH COURSE OF THE ACCOUNTANCY CURRICULUM AT THE TWENTY-THIRD STREET BRANCH.

	Class	1921-1922		1922-1923 Fall Term
		Fall Term	Spring Term	
A	No. Enrolled . . . . .	83	86	70
	No. Withdrawn . . . . .	22	28	15
	No. Completed . . . . .	61	58	55
B	No. Enrolled . . . . .	19	53	25
	No. Withdrawn . . . . .	10	19	4
	No. Completed . . . . .	9	34	21
C	No. Enrolled . . . . .	19	14	33
	No. Withdrawn . . . . .	10	4	10
	No. Completed . . . . .	9	10	23
D	No. Enrolled . . . . .	27	17	No
	No. Withdrawn . . . . .	10	5	
	No. Completed . . . . .	17	12	Class
E	No. Enrolled . . . . .	No	25	14
	No. Withdrawn . . . . .		3	3
	No. Completed . . . . .	Class	22	11
F	No. Enrolled . . . . .	No	No	48*
	No. Withdrawn . . . . .			18
	No. Completed . . . . .	Class	Class	30
Book-keeping	No. Enrolled . . . . .	No	27	19
	No. Withdrawn . . . . .		11	7
	No. Completed . . . . .	Class	16	12
	No. Graduating complete course .	No Grad. Cls.	No Grad. Cls.	16
	Total Regular Students . . . . .	78	98	105
	Total Conditioned students . . . .	52	84	54
	No. Complete Course . . . . .	130	182	159
	Total Special Students . . . . .	18	40	50*
	Total No. Students . . . . .	148	222	209

\* 20 of these were taking Income Tax only.

The business administration curriculum was inaugurated in September, 1922. In the first beginning class ten students registered, of whom two withdrew. There were six students registered for the second beginning class, one of whom withdrew, leaving thirteen students now continuing the course. It is believed that there are a number of students in the school who will eventually transfer to the business administration curriculum from the accountancy curriculum.

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### BRONX UNION SCHOOL OF ACCOUNTANCY AND BUSINESS ADMINISTRATION

The Bronx Union School of Accountancy is located at the Bronx Union Y. M. C. A., 161st Street and Washington Avenue. The school was established in 1916 under Mr. Chauncey D. Eversfield, B.C.S., who has been dean from 1916 until the present time. The development of the school has necessitated much uphill work and even now the school is carried on under the difficulty of its location. Very few students work in the neighborhood, most of them working in Manhattan and living in the vicinity of the school. The dean receives no remuneration as such, giving his services in that capacity gratuitously.

#### *Qualifications of Instructors*

The present faculty of the school consists of five men whose training and practical experience are excellent.

#### *Curricula and Materials of Instruction*

The present accountancy curriculum calls for attendance two nights a week for three years as follows:

1st Year		
Accounting Principles and Practice .....	60	Hours
Business Economics .....	30	"
Law of Contracts and Agency .....	30	"
2nd Year		
Law of Negotiable Paper, Bankruptcy, Partnership and Corporations .....	60	"
Accounting Theory and Problems, Cost Accounting.....	60	"
3rd Year		
Advanced Accounting Problems .....	60	"
Auditing .....	60	"
Total Hours		360

Bookkeeping is not included in the course. Students who, in the opinion of the dean, need a course in bookkeeping before entering the school, are required to attend such a course in the educational department. No provision is made for instruction in English or finance.

The accounting courses are all based on similar courses given at the New York University School of Commerce, Accounts and Finance, of which school several of the instructors are graduates. The text material used is therefore in general the same as that used at New York University.

The problem material for Accountancy II and III has been examined. It undoubtedly provides an excellent series of problems in which to apply accounting principles. If the school is continued the text books and courses should be identical with those used at the Twenty-third Street Branch.

#### *Quality of Instruction*

Each of the classes (four accounting and one law) was visited in the course of the survey. The instruction seemed satisfactory, with the

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important exception of the lack of participation by the students. It was not possible to go over the examination papers of the fall term as they had been distributed.

## *Statistics of Registration*

All students are required to register for the complete course. The following table shows the number of students registering for each class and the number of withdrawals during each term. It should be noted that Accountancy II and III and Accountancy Law II and III represent classes combined for more economical instruction in certain subjects. Particular attention is directed to the small enrolment in 1922-1923.

**TABLE 37**  
NUMBER OF STUDENTS ENROLLED AND WITHDRAWN IN EACH  
COURSE OF THE ACCOUNTANCY CURRICULUM AT THE  
BRONX UNION BRANCH  
1920-1923 Inclusive

Classes	1920-1921				1921-1922				1922-1923	
	1st Term		2nd Term		1st Term		2nd Term		1st Term	
	Regis-tered	With-drawn	Regis-tered	With-drawn	Regis-tered	With-drawn	Regis-tered	With-drawn	Regis-tered	With-drawn
Accountancy I (Oct.)...	40	13	40	18	18	1	20	7	10	2
Accountancy I (Feb.)...	..	..	24	7	..	..	..	..	..	..
Accountancy Law I....	37	13	..	..	30	9	..	..	10	2
Accountancy II.....	35	10	37	17	24	9	24	9	16	3
Accountancy II & III..	40	12	..	..	35	2	..	..	28	3
Accountancy III.....	12	4	12	4	13	..	13	4	12	..
Accountancy Law II & III.....	..	..	42	13	..	..	49	18	..	..
Total Registration....	164	52	155	59	120	21	106	38	76	10
Graduates	7				11					

## GENERAL RECOMMENDATIONS

In this section there will be discussed certain general recommendations applicable to the problem of the Y. M. C. A. schools of commerce in New York as a whole.

### *1. Centrally Located School of Commerce*

There is a certain amount of duplication in professional courses at Twenty-third Street and Bronx Union and there is a diversity of ideas as to the best method of solving the problem of satisfactory courses. Neither school has an adequate number of students in the more advanced courses. Both schools have administrative problems and staffs to solve them. There is no coordination; both are autonomous.

One centrally located school of accountancy in New York would

make for economy and efficiency. Only one administrative staff would be required; the cost of certain classes would not be increased. Supervision of teaching would be simplified.

A central location would be no inconvenience to students. Most men attending the schools at present work between the Battery and Forty-second Street. If a good cafeteria is available at the school and if the lectures are at a convenient hour, say 7 P.M., students would lose little time in traveling from their work to school and from school home. For New York students, Twenty-third Street or West Side would seem equally suitable. The question of suitable accommodations will require careful consideration, whichever branch be chosen.

If such a central school were established, it would be well to investigate the demand for day courses so as to make the greatest possible use of the accommodations and facilities of the school.

It would be necessary for a professional accountant to be appointed at the head of such a school and for him to give a good deal of time to organization and coordination particularly during the first few years. The school should be prepared to offer an adequate salary for the services of a man well qualified in the technical subject matter. He should also be able to give effective supervision of instruction under the general direction of the educational secretary of the branch.

## 2. *Changes in Curriculum*

Standard curricula should be adopted for all courses in this school.

It is recommended that, as two classes of men have to be considered, namely, those planning to become public accountants and those intending to enter the field of commercial accounting, the curricula be adopted to secure adequate preparation for both classes. There are certain subjects, which, while useful to the industrial accountant, are by no means necessary to him at the commencement of his work, but could be added at a later date, at the student's option.

It is recommended that a basic course in the fundamentals of accountancy and some other essential subjects, requiring attendance three nights a week for three years, should be provided for both classes of students and that there be added a fourth year course for those men who intend to enter the field of public accounting. This would reduce the course to a minimum for each class of students.

As to the content of the courses, it is necessary that the requirements of accounting work in New York City be carefully considered. It might be possible to obtain the cooperation, in an advisory capacity, of some of the bigger corporations whose offices are in New York, so that the curriculum chosen would cover adequately the requirements which graduating students must meet.

It must be borne in mind that a satisfactory curriculum must provide students with a thorough working knowledge of the principles of accounting and certain other fundamental studies, with the capacity for applying

such principles to circumstances as they may arise and with the power of expressing adequately, through the medium of the written or spoken word, the results of their work. Any course which cannot meet these tests cannot effectively train men as accountants. A certain amount of instruction in business law, economics, finance and English should be included in the curriculum.

Insofar as it meets the tests given in the preceding paragraph, the accountancy curriculum of the United Y. M. C. A. Schools should be adopted, as this curriculum in many ways tends toward sound teaching. Having in mind conditions in New York City and the present type of students, it is felt, however, that too great a variety of subjects is included in this curriculum. A thorough knowledge of a few subjects is an asset of great value, a smattering of many is a liability. Auditing, federal taxes, C.P.A. Review should be required only of students taking the four-year course. "Special" students, if properly qualified, should be admitted to the courses on federal taxes and to C.P.A. Review.

It is further recommended that a business administration curriculum be adopted along basically similar principles to those enunciated above for the accountancy curriculum. It is understood that new curricula have been prepared by the United Y. M. C. A. Schools covering management, finance, production and marketing respectively. These should be adopted for New York if found to meet local conditions.

### 3. *Entrance Requirements*

As it is impossible for a student to become a satisfactory accountant or business executive without a good general education, it is recommended that no student be admitted to the professional courses unless he has an adequate educational background. It may or may not be desirable to use high school courses as a basis for this test, but, in any case, discretion should be permitted to the head of the school to register students with a satisfactory general education, even though they are unable to comply with the technical entrance requirements.

A knowledge of bookkeeping should be required of every student before entrance. If the applicant has had no instruction in this subject or if what he has had is unsatisfactory, he should be required to take a course in bookkeeping before entering the accountancy school. Unless a course in English is made part of the curriculum, no applicant should be admitted who cannot pass satisfactorily a reasonably difficult test in written and spoken English. Psychological tests should be considered in addition to other entrance requirements.

### 4. *Reduction of Fees*

The fees at present charged are slightly higher than those in force at New York University and at Columbia University for corresponding courses. Unless its teaching is better, there is no justification for such fees by Y. M. C. A. Schools. It is realized that at the present time

some classes do not pay, but this does not justify the payment by students of fees in excess of those required elsewhere for similar courses.

#### 5. *Degrees*

It has been suggested that the Y. M. C. A. schools should grant degrees, as it is alleged that many students do not take the courses because no degree is given to successful graduates. While this reason is not an adequate one for granting degrees, there is no reason why the possibility and practicability of granting degrees should not be given serious consideration. However, the granting of easily obtained degrees is to be sedulously avoided, as it would operate against the effectiveness of otherwise satisfactory vocational courses. For many types of educational work a certificate of achievement showing subjects taken with both quantity and quality of work done is more serviceable for the school, for the prospective employer and for the student.

#### 6. *Credits in Other Institutions*

As soon as the accountancy and business administration curricula are definitely established, steps should be taken to cooperate with other accounting schools and with universities, so that students may be given credit in other institutions for the work done in the Y. M. C. A. school.

#### 7. *Summary of Recommendations*

- a. The establishment of a centrally located school of commerce at which all instruction shall be given.
- b. Provision for adequate supervision of instruction.
- c. The adoption of a standard curriculum in accountancy and in business administration adapted to the requirements of business in this city.
- d. The insistence on a reasonable educational background before admission to professional courses, including a satisfactory knowledge of bookkeeping and of written and spoken English.
- e. Cooperation with the accountants' societies in New York, with the leading firms of public accountants and with the big corporations, etc., to enable the school to give appropriate instructions so that there will be no difficulty in placing its graduates.

#### COMMERCIAL SUBJECTS

In addition to the complete professional courses in accountancy and business administration given at Twenty-third Street and Bronx Union Branches, unit courses in various business subjects are offered at Bronx Union, Harlem, Twenty-third Street and West Side Branches. In some cases a particular subject is given only at one branch, while other subjects are offered at more than one branch.

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The following subjects were given in the present year at only one centre:

- Accountancy—C.P.A. Review
- Banking
- Business Economics
- Business Organization and Management
- Cost Accounting
- Factory Organization
- German
- Income Tax
- Personnel and Executive Development
- Traffic Management.

The subjects noted below were given at more than one branch, the number of centres being indicated after each subject:

- Advertising (2)
- Arithmetic (3)
- Bookkeeping (4)
- Business English (4)
- French (2)
- Penmanship and Spelling (2)
- Real Estate (2)
- Salesmanship (2)
- Spanish (4)
- Stenography (4)
- Typewriting (4)

It is recommended that the duplication of courses be discontinued in all subjects and that arrangements be made for giving all instruction on commercial subjects at one convenient centre.

### *Qualifications of Instructors*

The instructors are, on the whole, a capable, earnest group of men familiar with their respective subjects.

It is recommended that male instructors alone be employed, unless it is impossible to find a qualified man to teach some particular subject.

It is further recommended that consideration be given to the adequacy of the remuneration of instructors, having in mind that a high standard of teaching is essential. It was found that the teachers in stenography and typewriting received only \$3.00 per session, whereas instructors in public evening high schools receive \$6.50 per session for similar work. A similar but not so pronounced a condition exists in other subjects.



### *Instruction*

Except where stated later in this section of the report in dealing with certain subjects of instruction, the text material is satisfactory. A number of students who were questioned in various classes seemed to be satisfied with the instruction and considered that their studies had been or would be useful to them in their daily lives. Many students appeared to be handicapped by their inability to express themselves easily and accurately. A larger amount of expression by individual students through more frequent quizzes, both oral and written, and through class discussion would tend to remedy this defect and to secure more thorough learning.

The following comments and recommendations relating to certain classes among those surveyed are offered for consideration. Comments on some classes not referred to below have appeared earlier in this chapter, since such subjects, in addition to being offered as unit courses, form part of the professional curricula.

#### *1. Stenography and Typewriting*

It is recommended that only one system of shorthand be taught instead of two as at present. As there are more students studying the Gregg system, it is advisable to adopt that system as standard.

It is also recommended that the attendance of young men at stenographic classes be discouraged, as stenography, except in rare cases, does not offer a satisfactory career for men. In this connection attention is directed to the Preliminary Report on Senior Commercial Occupation Survey, Federal Board of Vocational Education 1922.

#### *2. Traffic Management*

Less emphasis should be placed on memorizing detailed information and more stress placed on principles. More time should be devoted to quizzing.

#### *3. Real Estate*

The course as now given at West Side is still in a formative state. An endeavor should be made to introduce a text or mimeographed summaries based on lectures in the year now past. The course covers real estate management, rental and sales, procedure and real estate law. The lectures are given by specialists in various branches of the real estate business, under the direction of Mr. William H. Wyckoff of Pease & Elliman. This condition makes coordination, continuity and the prevention of overlapping difficult and also makes impossible the use of any published text, such as Benson and North. While there is great merit in a course given by live specialists, it is doubtful whether equally satisfactory results in the long run would not be obtained through the employment of one specialist instructor, basing the course on Benson and North or on a specially written text.

GENERAL RECOMMENDATIONS

The following general recommendations are offered.

1. All commercial subjects should be taught at one centre and should be under a single supervisory control.
2. Compensation of Instructors—It is recommended that instructors be paid on a basis comparable with other high-grade schools offering similar instruction.

## CHAPTER XII

### SECONDARY SCHOOLS

The Young Men's Christian Association maintains three secondary schools in New York City. Two of these are day schools: the McBurney School at the West Side Branch and the Chelsea School at the Twenty-third Street Branch. The third, the Regents and College Preparatory School at the Twenty-third Street Branch, is a night school.

#### THE MCBURNEY AND CHELSEA SCHOOLS

The bases for justification of these schools are not essentially different from those set up in the first chapter in connection with the general educational work of the Y. M. C. A. Their forms of organization and control naturally differ from those employed in dealing with adults. Their aims are broader, though not materially different, if preparation for college is substituted for the more definitely vocational aim of most of the other educational work.

The aim of the McBurney School as stated in its announcement is to lead each boy to discover what he can best do in life and how best he can do it; to build up in its pupils a strong body, an active and well-informed mind; a self-reliant, responsible and moral character; a capacity for leadership and for social service. This statement of aim is general, and differs in no essential way from that of similar schools whether public or private. This purpose, however, centers around one that is much more specific and definite, namely, that of preparing boys for college. This is the aim announced by the principal and this is the aim indicated in the course of study, which is strictly of the college preparatory type, the studies offered being English, Modern Languages, Latin, Mathematics, History, Civics and Economics, and Science. In addition there are brief courses announced in Bible study and in music. Physical training is also provided. The Chelsea School states that its ideals are the same as those of the Y. M. C. A., "to develop boys into men, strong in body, mind and spirit." Its main purpose when stated more concretely is identical with that of the McBurney School.

They are not schools to which the Y. M. C. A. as such brings a definite group of pupils; indeed the fact that these schools are connected with the Association is not particularly stressed and it plays no clearly observable part in the securing of pupils. It is possible that these schools offer incentives and guidance superior to those of other secondary schools. However, the questions that seem to bear most specifically on the services of these schools are those that relate to their contribution as institutions preparing for college and as schools for the building of character.

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If they fail in these two particulars, the existence of these schools is not justified. If they do these things no better than other schools are doing them, then the value of McBurney and Chelsea is clearly shown only if other schools are not sufficient in number to provide for the needed education of this type. If these two schools are in a unique way accomplishing these two purposes of college preparation and character building, then they may be continued; and, if continued, they should be amply supported by the Y. M. C. A.

### THE MCBURNEY SCHOOL

In attempting to answer the first question, namely, to what extent are McBurney and Chelsea succeeding as college preparatory schools, facts concerning the McBurney School will first be considered. This school has been in existence for nearly seven years. At the present time there are about 125 boys in the school, of whom an eighth are sub-freshmen. The freshman and sophomore classes each contain about an eighth more, while the junior and senior classes comprise over half the school, the senior class being the largest in the school. At present it numbers thirty-two pupils.

#### *Success as a College Preparatory School*

During the time of its existence, 96 pupils have graduated and in addition 350 have attended and left without graduating. With those now in the school, the past and present roll of pupils numbers approximately 575. Of those who have graduated about 85 per cent have gone to college, according to the school records. These records state that 83 students have attended or are attending the following institutions:

<i>College</i>	<i>Number of Students Attending</i>
Antioch .....	1
Brooklyn Polytechnic Institute .....	1
Brown .....	7
Carnegie Institute of Technology ..	1
Columbia .....	7
Connecticut School of Agriculture .....	2
Connecticut State .....	1
Cornell .....	3
Dartmouth .....	3
Harvard .....	1
Illinois .....	1
Lafayette .....	2
Lehigh .....	4
Middlebury .....	3
New York University .....	19
Oberlin .....	1
Penn State .....	1
Princeton .....	2
Rensselaer Polytechnic .....	4
Rutgers .....	3
Syracuse University .....	2

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<i>College</i>	<i>Number of Students Attending</i>
University of Chicago .....	1
University of Pennsylvania .....	2
University of Virginia .....	2
Valparaiso .....	1
Wesleyan .....	7
Washington and Lee .....	1
Total .....	83

Eleven of the 83 students included in the above tabulation are reported by the colleges as unknown. These are distributed as follows: Brown, 1; Columbia, 2; Cornell, 2; New York University, 6. This illustrates the fact that the McBurney School lacks clear and definite records of its pupils and has no adequate system of follow-up.

A questionnaire sent to these institutions revealed the facts in regard to the McBurney students there enrolled, as shown in Table 38:

TABLE 38  
COLLEGE RECORD OF MCBURNEY SCHOOL GRADUATES

Class Entering on Date:	Number of College Students Reported as Doing Work of the Quality:						Total
	Deficient and Dismissed	Deficient	Poor	Average	Good	Excellent	
September 1922.....	4	2	6	8	5	0	25
September 1921.....	6 <sup>(1)</sup>	1	7	8	1	0	23
September 1920.....	1	..	3	3	1	1	9
September 1919.....	2	1	2	1	..	..	6
September 1918.....	2	..	1 <sup>(2)</sup>	3 <sup>(3)</sup>	..	1	7
September 1917.....	..	..	1 <sup>(4)</sup>	..	..	..	1
Total.....	15	4	20	23	7	2	71

(<sup>1</sup>) One dismissed because of discipline.

(<sup>2</sup>) Not yet graduated.

(<sup>3</sup>) One of these not yet graduated

(<sup>4</sup>) Graduated after five years in college.

It will be seen that of the 71 McBurney graduates whose college records have been reported two have had excellent records, 7 good, 23 average, 20 poor and 19 deficient. Fifteen have been dismissed and eight others have withdrawn. Four have graduated and 43 are still in college. Of these 71 students, 39 have made poor records or worse, and only 9 good records or better. In addition there is one pupil who entered college so recently that no report could be obtained of his work. It is evident that of nearly 450 students who have in the past attended McBurney less than one-fifth have entered college from McBurney, while only about one-half of those who have entered have done satisfactory work. In the light of these facts it seems probable that not more than 15 per cent of

McBurney boys are likely to receive a college degree. The number entering college has increased very materially in the past two years, although the quality of the college work of McBurney graduates has shown no corresponding improvement.

In terms of the professed purpose of the school to prepare boys for college this is not a good showing. Comparatively few McBurney boys go to college and of those who go few are more than moderately successful. It may be that a number who do not graduate at McBurney go to other schools and later enter college from those schools. If so, McBurney contributes to their college preparation, though direct credit is given to some other preparatory school. On the other hand, it should be pointed out that the majority of those who graduate from McBurney have had a part of their college preparation before coming to this school, as shown by the fact that the junior and senior classes are considerably larger than the freshman and sophomore classes.\*

An intelligence test\*\* was given to the pupils now in the McBurney School. The results show for the seniors a mental ability somewhat superior to the graduates of cosmopolitan high schools and somewhat inferior to the average college freshman. The median score is slightly superior to the median of the boys in the senior classes of 34 Massachusetts high schools, who were recently examined by the same test, and exactly equal to the median score of those who said they intended to go to college. Of course those who actually enter college are a still more selected group. The median intelligence of the McBurney seniors is also equal to that of 271 senior boys in the high schools of the city of Providence, Rhode Island. Judged by the success of those students in Brown University who obtained like psychological scores, 44 per cent of this latter number are regarded as good college risks, 24 per cent as questionable risks, and 32 per cent as bad risks. On the basis of these tests it is indicated that, of the present McBurney seniors who are likely to go to college, from 40 to 50 per cent should make average records or better. This agrees very closely with the facts presented above regarding the records of former McBurney graduates who have entered college. Thus, assuming that the present senior class is typical of previous classes, we may conclude that the work of the McBurney School is neither better nor worse than would be expected in terms of the mental abilities of its pupils. Its work is in no essential way better than that of the average public high school. In this connection it should be remembered that the aim of the latter is not restricted to college preparation.

Of the 154 McBurney graduates and present students whose fathers' occupations are recorded, five have fathers who are unskilled laborers,

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\*Probably not more than one-sixth of the pupils who enter McBurney as sub-freshmen or freshmen continue to graduation.

\*\*The Brown University Intelligence Examination for high school seniors and college freshmen was used. This examination is particularly significant because its prognostic value in terms of college achievement is definitely known.

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none have fathers who are farmers, one has a father engaged in the skilled trades, 94 have fathers engaged in business or the clerical callings and 54 have fathers engaged in the professions. Practically all are thus in business, clerical positions and the professions. This indicates a social and economic status of the McBurney pupils superior to that of the pupils in the average public high school. This also indicates that the degree of success of McBurney as a college preparatory school is not unique.

### *Efficiency of Instruction*

This opinion as to the quality of the work is in part confirmed by a study of the instruction offered in the school. After careful observation of the class work the conclusion seems justified that the teaching from the standpoint of college preparation is not conspicuously good or bad. It is commonplace. There are some teachers about average in instructional skill, others slightly below. There is no superlatively good teaching, none superlatively bad. Modern methods and modern subject matter are conspicuous by their absence; the logical method is used, rather than the psychological. Lesson hearing is everywhere in evidence. There is little discussion and thought development, practically no assignment in the sense of preparation for new work, no effective supervision of the learning activities of the pupils, and little attempt to drill pupils separately according to their individual needs and abilities. The opportunities for class discussion, supervised learning and individual drill are, however, exceptional, because of the small size of the classes, which range from one to twenty-one, with an average of eleven. The chief faults observed in the various classes all centered around the fact that there seemed to be no clear plan of work and no adequate recognition of appropriate methods to secure desired results. The teachers themselves for the most part have fair instructional ability and sufficiently impressive personalities to do better work under proper guidance.

### *Faculty and Salaries*

The faculty of the school consists of a headmaster, an assistant and ten other regular teachers besides two lecturers, one in hygiene, another in ethics and Bible history. These last named teachers are not on the regular faculty of the school, but are furnished by the Y. M. C. A. There is also a man in charge of "afternoon activities." Salaries of regular instructors range from \$1650 to \$4000, the salary of the headmaster. Most of the salaries lie between \$2050 and \$2300. They are low when compared with those of the best preparatory schools and with the public high schools in New York and other large cities in the United States. They are lower than the salaries paid at the Huntington School in Boston and the Marquard School in Brooklyn (both Y. M. C. A. schools similar in purpose to McBurney). Most of the teachers are mature and have had a considerable amount of experience. The majority have been on the staff of the school for several years. The principal announces that he

selects his faculty on the basis of "personality," and that instructional skill is a secondary consideration. This policy has resulted in a group of teachers who on the whole are at least average in this first quality and who are not conspicuous, to say the most, in the second. In ranking the teachers, including the principal, on the side of personality, seven impressed the investigator as good, three average and two poor. On the side of instructional skill, not one should be placed above average and several should be rated poor.

### *Character Building at McBurney*

The personality of the teachers raises the question previously touched on, as to whether the McBurney School is justifying itself on the side of superior character training and moral education, one of its avowed purposes. It is evident that the attitude of the teachers in the classroom toward the pupils is wholesome and that the response of the pupils is good. However, this desirable condition is not more in evidence at McBurney than in public schools and other private schools of similar grade and cannot be considered as unique in any sense. As to definite moral instruction, no example was observed in any class visited. Probably this is as it should be. It may be a fact of some significance that of the 71 graduates of McBurney whose records were reported only one was dismissed from college for disciplinary reasons. It is reasonable to assume that the moral influence is a positive factor of some importance in the effect of the school on the boys who attend.

### *Extra-curricular Activities*

The McBurney School places great emphasis upon the extra-curricular activities of its pupils, while the Chelsea School does comparatively little to stimulate or guide these activities. The former relies chiefly on these out-of-class activities for the development of such qualities as initiative, leadership and cooperation among its boys. The latter does not believe that such activities as student councils, class organizations, home room periods, student clubs, honor systems, musical or dramatic organizations, inter-class athletic contests, and group excursions should have any considerable place in the school's program.

It is to the credit of the McBurney School that there is such generous recognition of the part that extra-curricular activities can play in developing school morale, pupil initiative, cooperation, leadership, and intelligent regard for the will of the group. In this field the school recognizes that it is an important part of a boy's education to learn to make intelligent choices of what activities he will enter, what he will omit, and what he can do, for the good of the school and for his own improvement. It is also rightly felt that these activities tend to develop interests and habits which will enable them in mature life to make intelligent use of their leisure time.



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A careful study of the entire scope of the school's work, including the more formal activities of the classroom, and the extra-curricular activities extending from two-thirty to five o'clock each day, leads to the conclusion that too great dependence is placed upon the latter for developing desirable qualities of character, to the neglect of values that might also be secured by greater attention to the subject matter and methods of instruction. The headmaster devotes at least one-fourth of his time to the direction of extra-curricular activities and practically none to the supervision of instruction. One teacher with a teaching load of thirty periods per week is also faculty advisor for the school paper, the *McBurneian*, senior class advisor, dramatic club advisor, director of the annual contest in essay writing, declamation and debate. If the responsibility for the direction of the extra-curricular activities were more equally distributed, the general situation might be improved.

A brief summary of the most important extra-curricular activities is here submitted, with recommendations for increasing their effectiveness.

### 1. *The Student Council*

In the extra-curricular life of a well-organized school the student council holds first place. Its purpose is to coordinate pupil activities, develop school morale, promote right practice on the part of the pupils and promote qualities of real citizenship in every pupil of the school. A study of the minutes of the meetings of the present student council shows that it is primarily a disciplinary body. It is not in any real sense a coordinating body. All the clubs, the staff of the *McBurneian*, and the athletic association are independent of its direction. In order to make it a central and vital force in the school, it should cease to be merely a disciplinary go-between for faculty and student body. Its function should be enlarged to include the control, through committees under proper faculty guidance, of all the special activities, including the budgeting and financial accounting involved.

### 2. *Athletics*

The gymnasium and swimming pool of the West Side Y. M. C. A. afford excellent facilities for indoor sports and four outside fields are provided for football, tennis, track and baseball. McBurney can thus make good provision for the athletic side of the boys' life. Every boy in the upper school who is not detained for other school work or prevented by physical incapacity is expected to be in some definite form of athletics from 2:30 to 5:00 o'clock each day. In the choice of these activities the pupil is given complete freedom, guided, of course, by the coaches of the various teams. The major athletic activities are football, basketball, swimming, baseball and track; the minor activities are tennis, soccer, handball and fencing. In basketball, track, swimming, soccer, handball and tennis interclass contests are held to determine the school championship. The winners then challenge the faculty and the faculty usually accepts the

challenge. These activities are so arranged that at all times during the year there is interest in some athletic contest.

Although more general provision is made for the athletic life of the boy than is found in many schools, there is the usual concentration upon team members after the elimination try-outs. There should be provided a definite program for the boys not chosen for the school teams, and their games should be more closely organized and supervised in order to insure the participation of all.

### 3. *"Academic Contests"*

Individual contests in declamation, debating and essay writing, and inter-class contests in singing, spelling and mathematics are held, in which participation is not a privilege, but a requirement. Except in spelling, in which class teams are chosen, each boy must take part in these contests on pain of expulsion. While the idea of introducing the element of individual and class competition into the field of the more formal activities represented by these contests is to be commended, it seems unfortunate that they should be motivated, even in part, by faculty compulsion. It is also questionable whether time should be taken from regular class periods for the individual contests in essay writing, declamation and debate.

### 4. *Excursions*

The class excursion is one of the best phases of the work at the McBurney School. This includes such objectives as industrial and commercial plants, museums, theatres, parks, public buildings and public works, for visits to which New York affords unusual opportunities. In the Junior School at McBurney these excursions are regarded as a regular part of the school work. They are scheduled on Thursdays at 2:30. In the year 1921-1922 there were 28 excursions in the school year of 32 weeks. Although attendance is voluntary, the average number attending for the year included half the boys. These excursions have a definite purpose or objective, usually related to the work of the classroom; preparation is made in advance of the trip, which is usually followed by written and oral reports in class. The excursions of the Upper School are not scheduled as regularly as those of the Junior School and are somewhat less in number. In 1921-1922 there were 20 such excursions.

### *Is the Y. M. C. A. Justified in Supporting McBurney?*

The above review of the McBurney School raises again the question stated earlier, whether this school is justifying itself from the standpoint of the purposes of the Y. M. C. A. The reply must be made that:

1. It is justifying itself only to a slight degree, if at all, as a college preparatory school. It does not prepare many boys for college and those that go to college are not conspicuously successful.

2. Its existence probably finds a better justification from the standpoint of the influence of the school on boys in building their characters

and developing their moral responsibility. However, this aspect of its work is not sufficiently clear and definite to warrant the continuation of the school on this ground alone.

Justification of the McBurney School as at present conducted cannot be established on these two grounds. If continued, it should serve general educational purposes in other ways and should be a thoroughly efficient school in the sense that it gives a worth-while training to all its pupils, whether they continue to graduation or remain for a briefer period only. To give this better training McBurney should make college preparation one of its less important aims. It needs to vitalize its curriculum by adding more modern materials and by extending somewhat its courses of study; it needs to consider methods far more than they are now considered, and to make good teaching one of its chief and consciously planned objectives.

*Changes That Should Be Made if McBurney Is Continued*

To accomplish these broader purposes, several steps should be taken:

1. Salary schedules should be increased at least twenty per cent for the middle group, those receiving about \$2200; and there should be a number of salaries of at least \$3500. The headmaster's salary should not be less than \$5000.
2. The number of recitation periods should be limited to twenty-five per week for all instructors, and in some instances less should be expected.
3. Much greater emphasis should be placed upon the quality of classroom instruction, both in the selection of teachers and in the direction of the work of the school. The headmaster should give half of his time to the professional duties of supervising and improving the instruction.
4. Frequent faculty meetings should be held for the discussion of teaching problems under the leadership of the headmaster and qualified teachers.
5. Reforms on the teaching side immediately desirable are the following: Revision of subject matter, particularly in history, the social sciences and the natural sciences; supervision of the learning activities of the pupils; much greater emphasis on discussion and problem work; a direct method of teaching the modern languages; better laboratory equipment and better laboratory methods; individual drill in terms of individual needs and abilities.

Unless the changes indicated above are made and unless the purposes of the school are broadened, it seems difficult to justify the continuation of the McBurney School as a part of the educational program of the Y. M. C. A.

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### THE CHELSEA SCHOOL

What is true of the McBurney School is true of the Chelsea School to an even greater degree. This school has been in operation longer than has McBurney. It is located in rooms that are dark and uninviting. Its equipment is generally poor and its laboratory is entirely inadequate for the purpose of teaching the physical sciences. The school at present numbers between 40 and 50 pupils. The faculty consists of a principal and four full-time teachers, with two part-time teachers in French and Spanish. In addition there is a physical director supplied by the Association. The regular faculty has four young men of some ability but little experience. In addition there are two mature and experienced teachers, one the principal.

The salaries paid are ridiculously low. The principal's salary is \$2000 and those of his assistants range from \$1100 to \$1300. In instructional skill and personality these teachers do not seem to be distinctly inferior to those of the McBurney School. They use similar methods and they have the same attitude toward the boys that is manifest at McBurney.

The boys who attend Chelsea are reported by the principal to come from homes of a lower economic and social status than do the boys from McBurney. In intellectual ability they are about the equals of the McBurney boys, judged from the results of a psychological test. About 85 per cent of the pupils who graduate go to college, according to the principal. He thinks they are on the whole successful. He also believes that about half who enter go on to college. If this is correct, Chelsea makes a better showing in this respect than does McBurney. No attempt was made to check this.

The school, however, is not recognized by other educational institutions as being the equal of McBurney. It is not on the regents' list. McBurney is. It is accredited by but a few colleges, while McBurney is recognized by a much larger number of higher institutions. It seems safe to conclude that Chelsea is somewhat inferior as an educational institution to McBurney.

Is it wise for the Y. M. C. A. to continue this school under the present conditions? Clearly not. Should the Association attempt to make this school more effective? To do this it must give it a much better equipment in classrooms, apparatus, etc., and it must more than double the present salary scale. The tuition charge for the coming year will be \$200. This is over a hundred dollars less than that charged by McBurney. Chelsea would be operated at a decided loss if its budget were raised to meet even the most pressing needs.

The conclusion seems warranted that the Chelsea School should not be continued as a separate activity of the Y. M. C. A., but that it should be merged with the McBurney School. This could be done without increasing the number of teachers at McBurney or the number of class-

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rooms required. The money saved at Chelsea could be used to increase salaries and equipment at McBurney. If some of the Chelsea pupils, present and prospective, found it difficult to pay the added costs of instruction, this situation could be met by a system of scholarships, at least for the most promising pupils. There is no reason for the Y. M. C. A. to operate two similar and to an extent competing schools, situated within a mile and a half of each other and separated by less than ten minutes' travel on the subway.

### THE REGENTS' AND COLLEGE PREPARATORY SCHOOL

The Regents' and College Preparatory School at the Twenty-third Street Branch of the Y. M. C. A. offers an opportunity for students who are unable to attend the public schools to prepare for college entrance or for Regents' examinations. During the term beginning in January, 1923, 127 students were enrolled, and were taught by a staff of six men.

The conditions under which study is carried on and examinations are taken are different in two respects from those in the public schools: First, in the Y. M. C. A. school the time allowed for the completion of a course is, on the average, about one-third that required in the public schools; second, the passing mark required by the Regents for students from the Y. M. C. A. school is 75 per cent, while that for public school students is 60 per cent.

The aim of the course of study is to enable the student to secure a "qualifying certificate" admitting him to further study in preparation for one of the following professions or occupations: Accountancy, chiropody, law, osteopathy, shorthand reporting, veterinary science, and dentistry. In order to enter upon any of these advanced studies except dentistry, the student is required to pass, within a period of six successive years, Regents' examinations aggregating 72 counts, of which 56 are required and 16 elective.

In collecting material for the following study, it was necessary to rely entirely upon returns from questionnaires submitted to present and former students, since the school does not keep permanent records of the achievement of its pupils, either of their work at the school or of the results of the Regents' examinations. The data upon which conclusions must be based, therefore, consist of a small sampling of the records of former students and returns from those enrolled at the time the study was made.

An examination of data collected from students now enrolled shows that 65 per cent are aiming at objectives that require the completion of 72 Regents' counts in six successive years. The number of counts for which each student is preparing during the current term is, on the average, fifteen. A student may expect, therefore, if successful, to complete his work in not less than five terms. It is significant that, of the students now

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enrolled, only 35 per cent have ever attended the school before, and only eight per cent have attended more than one previous term.

Even if all the students who prepared for examinations took them, and if all who took them passed, it is clear from these figures that only a small percentage of the study undertaken by students would attain its purpose. Such data as are available, however, indicate that at least 20 per cent of those who prepare for the examinations do not take them and that at least 35 per cent of the examinations taken are not passed. It is not unreasonable to conclude, therefore, that a very small fraction of the study undertaken by those students who set out to obtain 72 points is effective.

In this connection it is worth noting that, of the 41 former students who replied to the questionnaire, only nine ever secured the qualifying certificate. Of these nine, only one secured enough points at the Y. M. C. A. school to justify the assumption that his preparation was completed in that institution. The remaining eight completed their preparation at other schools. Moreover, of these 41 former students, only nine are now engaged in occupations that have any relation to the studies they pursued at the school. It is possible that some students who spend only one or two terms in the school continue at other schools their preparation for advanced study, but such evidence as was secured indicates that not more than a very small number do so.

It is impossible to estimate even roughly the benefits of the school for the 35 per cent of the students who are aiming at cultural values or at the acquisition of knowledge that will be of use to them in their vocations. These benefits are probably not great, however, because the courses of study are designed almost without exception to confer only one benefit, namely, to enable the successful student to enter upon further studies.

On the whole, it is not unreasonable to conclude that the courses are of little value to those who do not complete them all, and that only a small fraction of the students who enter upon courses ever complete the number of counts necessary for entrance upon further study.

There are certain changes in the methods of instruction that would improve the work of the school. In the first place, it would not be difficult, especially in some of the smaller classes, to provide more adequately for progress at individual rates; moreover, it would be easy to use large portions of the class periods for study under direction and for discussions shared by the students, instead of following the present practice of lectures and oral tests. The fact that directed study and class discussion are now in effective use in some of the classes should make the solution of this problem easy, through closer relations among the teachers, by means of teachers' meetings and observation of each other's methods. Regular supervision of the sort that the principal is well qualified to give should very early lead to alterations in classroom procedure which are highly desirable.

The most obvious need in the administration of the school is that of systematic records of the work of pupils and of their success in Regents' examinations. To become more definitely aware of the high degree of elimination and waste would undoubtedly be the first step towards the adoption of measures that would to some extent overcome this waste. The interpretation of records and the exercise of regular supervision would almost certainly improve the work of the school.

The grounds on which the school is open to criticism are such that it is unfair to apply closely the criteria that would be applicable in the case of a public school. A high degree of waste is probably inherent in the nature of the student body, which is made up of men whose occupations frequently make it difficult for them to carry out the plans with which they enter the school. No great educational values would be gained by preventing such men from registering and taking a step toward carrying out their plans; it would be difficult and in many cases impossible to secure a reasonable basis for denying this privilege. Opportunity is undoubtedly provided for men of sufficiently high intelligence and sufficiently strong determination to prepare themselves for an occupation superior to the one in which they are now engaged. The present waste, however, cannot be viewed with complacency; a careful study should be made of the causes of elimination and failure, and steps should be taken to improve the effectiveness of the organization and instruction of the school. The work of this school presents an important type of service which the Y. M. C. A. may render, in which the Bureaus of Information and of Guidance, elsewhere proposed, should give valuable assistance.

## CHAPTER XIII

### ENGLISH FOR FOREIGN-BORN MEN

The conclusions of this report are based on observation and study of ten one-hour classes in teaching English to foreign-born men. These classes are held three evenings a week at the Harlem, Twenty-third Street and French Branches, and three afternoons and evenings a week at the West Side Branch. There is a class at the East Side Branch, but it is under the immediate direction of the New York City Board of Education and has not therefore been considered.

Besides these classes, the Association, through its work for foreign-born men in two of its branches, independently or in cooperation with other social agencies, has also established several free classes which are taught by volunteer teachers. The work in two of these was observed.

The number of classes with paid teachers and the number of students in them is not large. There are but five such teachers altogether. During the visits to their classes, the number of students actually present did not exceed 100. This paucity of numbers raises two important questions: Does the establishment of pay classes for the foreign-born in Y. M. C. A. branches involve unnecessary duplication of the instruction now offered in the public schools? Is the work now conducted of sufficient significance to justify recommendations for its extension and improvement?

The fact that foreign-born men do pay to attend these classes, although they can get instruction free in the public schools, is itself evidence that they at least believe they can get something from the Y. M. C. A. which they cannot find in other places. The reasons impelling this preference vary. Some are attracted to the Association by its reputation; the fact that classes are not so crowded as in the public schools may interest others; the personality of some teacher may influence those who know him. Most of the students appear to be economically superior as wage earners and this may prove a factor. The feeling of independence engendered by paying one's way is another possible motive. Whatever the cause, the fact remains that a considerable number of men of foreign birth see sufficient inducement to pay for what they get rather than to get it free. Of course, there is also the possibility that they are unaware of the opportunities to get instruction without cost.

Theoretically, the Y. M. C. A. schools for the foreign-born ought to be model schools. The Association movement in itself emphasizes as an ideal, not only the acquisition of knowledge or skill, but a better adjustment of the individual to his community and a finer development of character. These aims, if reduced to practice, would make a splendid educational program for the foreign-born.

An attempt was made to discover to what degree these three ideals are operating in the educational program for the classes in teaching English to foreign-born men. In a supplementary report submitted, detailed state-



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ments are made which may thus be summarized: English is taught with very moderate success. It is unsatisfactory for these reasons: There is no real curriculum; the methods are inadequate and frequently poor; the teachers lack technical training for the work; there is no professional supervision; the class organization is handicapped by unsatisfactory classification; the equipment is imperfect; there is much irregularity in attendance.

There is little or no conscious effort to provide for the adjustment of foreign-born students to the American community. This condition is also due partly to the lack of a curriculum and partly to the apparent failure to impress upon teachers the importance of this objective.

With one unimportant exception, the development of character as a specific aim of instruction is ignored. The students are not brought into close relation with other Y. M. C. A. activities in which they are entitled to share. On the other hand, contacts and association of the students with the instructors are a constructive influence, as the staff is made up of earnest, well-educated men.

Notwithstanding these general conclusions, it is affirmed that the realization of all these ideals is possible of at least partial accomplishment. To bring about these results would involve a marked change in the present method of organization.

This report has been prepared on the assumption that if the work of teaching the foreign-born is worth doing at all, it is worth doing well. The radical change which ought to be made will not only involve re-organization, but it will require a moderate increase in expenditure. It is probable that with pronounced improvement in the quality of the teaching, there would be a corresponding gain not only in the regularity of attendance, but in the number of men enrolled.

TABLE 39  
THE EXTENT OF MALE ILLITERACY IN THE TERRITORY OF  
THE EDUCATIONAL BRANCHES SURVEYED

Nationality and Race of Illiterates*	Manhattan		Bronx		Total
	Age 16-20	Age 21 & Over	Age 16-20	Age 21 & Over	
Native White.....	.....	921	.....	142	1,063
Foreign-born White.....	.....	54,563	.....	9,037	63,600
Negro.....	.....	600	.....	31	631
All others.....	.....	596	.....	54	650
					65,944
Undistributed (Ages 16-20)	2,532	.....	273	.....	2,805
Total.....	2,532	56,680	273	9,264	68,749

\* U. S. Census, 1920: Studies of Population.

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### *Education for Non-members Who Need It*

The 1920 census returns show that 68,749 men 16 years of age and over in the boroughs of Manhattan and the Bronx are illiterate even upon the rather lenient United States census standard of literacy; the present courses in English for foreigners are not scratching the surface of the problems of illiteracy in New York City.

### CONCLUSIONS AND RECOMMENDATIONS

The conclusions which are submitted herewith involve recommendations greatly modifying the present practice. All of them are based on two fundamental necessities, reorganization and expert professional direction. Both need description. The method here adopted is to summarize the conclusions that are the basis of the recommendation and then to state the recommendations in detail.

#### REORGANIZATION

The educational department is concerned with the foreign-born man primarily as a person who wants to learn English. The Bureau for the Foreign-born is concerned with the foreign-born man in all his interests: his vocation, education, amusements, clubs, leisure, social relations and church affiliations. The secretaries of this bureau are not unfamiliar with the teaching of English to foreigners, but that is only one phase of their work. Furthermore, the Bureau for the Foreign-born has given evidence of a very real appreciation of the needs of the foreign-born men, and gives excellent promise of a better interpretation of what an educational program ought to be, if some share of the responsibility were transferred to it.

This conclusion assumes that there would be provided for each student in classes in English for Foreigners the same provision for personal interviews, for reference to existing Y. M. C. A. facilities, and for aid and counsel which are now afforded to foreign-born applicants not in these classes, and that the interest and efforts of teachers of these classes would be enlisted to give information to their students which would help them to understand their community and its important social agencies.

#### *Recommendation 1*

It is recommended that in each branch having work for the foreign-born, classes for teaching English to foreigners which are now included in the educational department be carried on in close affiliation with the Bureau for the Foreign-born and made an essential part of its activities.

#### EXPERT PROFESSIONAL DIRECTION

The lack of professional training of teachers of Y. M. C. A. classes is repeatedly emphasized in this survey. The Association is fortunate,

however, in the character of the men who are teaching classes, and it would be feasible to improve their technical ability to teach by the employment of a city supervisor of classes for the foreign-born, under the direction of the City Secretary of Education.

This supervisor should be acquainted with the curricula for teaching the foreign-born which have been prepared for state and city school systems. He should be trained in the technique of modern methods of teaching English to the foreign-born, and should be familiar with texts and illustrative materials best suited for their instruction. He should be competent to devise methods for the proper grading of students and for dividing such students into homogeneous class groups. He should have had actual experience in teaching foreigners. It would be an added advantage if he had made a study of other races and nationalities, their history, traditions, and characteristics, and the kinds of influences affecting their development in the United States. Finally, if not already so equipped, he should make a study of the Y. M. C. A. organization and become acquainted with its aims and activities.

The supervisor should cooperate closely with the secretary in charge of work for foreign-born men in each branch. Therefore he should make provision in the program of instruction for these policies which particularly concern the work for the foreign-born. In all matters affecting technical education, such as methods of instruction, selection of texts, and appointment of instructors, he should have the right of recommendation.

### *Recommendation 2*

It is recommended:

a. That a supervisor of instruction for the foreign-born be appointed who will exercise professional supervision of the education of all foreign-born students taught in Y. M. C. A. branches whether teachers are paid or volunteer.

b. That the functions of the supervisor shall be: (1) In consultation with the teachers of English for Foreigners and with appropriate officers to prepare a course of study in English for Foreigners and related subjects; (2) to supervise all class instruction and to make recommendations for the appointment and replacement of teachers; (3) to select texts and other equipment, and to aid in preparing such equipment when necessary; (4) to undertake a study of attendance to discover causes of wastage and methods for reducing it; (5) to cooperate with other officials and departments to the end that the students may become more active both in the Y. M. C. A. movement and in the Y. M. C. A. organization; (6) to prepare training courses for the teachers under his supervision and in general to discharge all duties and to initiate all activities tending to improve the quality of the teaching of the foreign-born.

## SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

### CORRELATION WITH OTHER ASSOCIATION ACTIVITIES

The three aims already set forth—language, adjustment to community life, and development of character—all concern the teacher of English to foreigners, but his responsibility therefor and share therein vary in kind and degree. His immediate function is to teach English. In adjusting the student to the community, he provides information; but he can do little more except indirectly. He can, however, point out to the student other agencies that can help him, especially those in the Y. M. C. A. Through the teacher of English the student may learn about such facilities as baths, gymnasiums, placement bureaus, classes for trade instruction, etc.

Regarding the objective of character development, the teacher of English may also bring the student in contact with other Y. M. C. A. activities such as the Bible classes or the inspirational talks; he can introduce him to other officials in the Y. M. C. A. who will be interested in helping him. To do this requires that the teacher should know his own institution, its purposes, opportunities and officials. The Y. M. C. A. administration is concerned not only in getting teachers who are disposed to have this larger vision of their function and this interest in the organization, but it must also give them the necessary information about the organization and should arrange to extend their acquaintance with its personnel.

#### *Recommendation 3*

It is recommended that to all departments concerned with teaching English to foreigners, including especially the teachers, the three aims of education be set forth as a policy of the Y. M. C. A.; that in order to realize such aims provision should be made both in assigning students to classes and in their instruction to acquaint them with the facilities and opportunities of the Association and to encourage them to share therein.

### CURRICULUM

This report has considered two questions: (1) What the curriculum should include; (2) how it should be prepared.

1. The exercises in formal English recommended for inclusion are: Recognition of the meaning of words and ability to use them; spelling of words in common use; phonics, including drills on selected consonant and vowel sounds which the foreigner is apt to misuse; reading from text, oral reading and silent reading; exercises in conversation, including under that title various types of oral expression by students from answers to questions by teachers, and spontaneous discussion among students themselves; memorizing selected quotations in prose and poetry, selected for their educational value; written work, including copy, dictation and composition; correct use of words, with special reference to common and

characteristic errors, and including the employment of correct forms of irregular verbs, prepositions, connectives and pronouns, as well as idiomatic phrases.

The subject matter recommended for inclusion in the curriculum is: Occupations, conditions of employment, opportunities for advancement and descriptions of processes; health, including care of the body and hygienic habits; government organization and its local representatives, Federal, State and City, as manifested through activities affecting the foreign-born and their response thereto, as well as such social or economic agencies and institutions as affect the student; history and geography with selected material; other appropriate content of interest to the foreign-born, including American manners, customs and ideals. This curriculum should be supplemented by a syllabus. It should not be directive, but selective.

2. How shall the syllabus be prepared? The method of preparation is contingent upon the employment of a competent supervisor who shall conduct a series of from 30 to 40 conferences. The curriculum and syllabus of one or more existing school systems or institutions should be used as a basis for discussion. The problem presented at such conferences would be threefold: Which of these various existent curricula contains matter that should be omitted? That should be modified? That should be further elaborated? The process of curriculum making should be continuous, since its effectiveness must ultimately be determined by classroom practice.

#### *Recommendation 4*

It is recommended:

a. That a curriculum be prepared for teaching English to foreign-born students with definite provisions for the content of instruction and for such language exercises as serve to facilitate language instruction.

b. That the curriculum and syllabus be based on discussions and studies conducted in conferences attended by teachers of the foreign-born under direction of the supervisor.

c. That the curriculum when completed be sufficiently full to allow a wide discretion in the selection of material.

#### IMPROVEMENT OF TEACHERS IN SERVICE

It may prove exceedingly difficult to secure teachers who have pursued a special course in teaching English to foreigners. The high intellectual quality of the present staff would enable them to become thoroughly proficient instructors, if provision were made to give them such special training.

The appointment of a supervisor has been recommended. The conduct of a training course should be a part of his duties. The first step in such training would be the preparation of a curriculum. The teachers

would be required to consider the principles involved and the method of their application. He would supplement such training by actual teaching. Finally, he would, with the cooperation of other Y. M. C. A. officers, acquaint teachers with other Association activities and facilities which would aid the foreign-born students to identify themselves more closely with the Y. M. C. A. movement.

It is important that teachers so trained should include also volunteer teachers for the free classes now conducted by the Association. Regular attendance at lectures and conferences by all teachers is essential, and this can easily be assured by compensating them therefor.

#### *Recommendation 5*

It is recommended:

a. That a training course for paid teachers of English to foreigners be established under the leadership of the Supervisor already recommended, and that attendance be required and paid for.

b. That volunteer teachers should be invited to attend and, if necessary to secure their attendance, compensation should be given.

c. That other officials of the Y. M. C. A. who are interested be invited to attend without compensation.

#### EQUIPMENT FOR INSTRUCTION

The present textbooks are uneven in quality. Some are too difficult for pupils, others are out of date, and others are not adapted to the needs of those attending the classes.

There is no classroom library. Every class should have a complete set of current textbooks for occasional reference and independent study.

Some of the books suitable for the class library also contain much suggestive material for teachers. In addition there are valuable monographs, some supplied by the federal government and by states, some printed and some containing mimeographed lessons, all of which could be obtained at nominal cost. These alone would be a great aid to teachers in the training course recommended above.

A limited supply of a few illustrative objects, of a map of New York and of the United States is also necessary. In addition teachers should be expected to prepare special material. It will occasionally be necessary to employ the services of a typist for the special preparation of "home-made" material

#### *Recommendation 6*

It is recommended that the present equipment for instruction of the foreign-born in English be modified and extended in these particulars:

a. The texts to be purchased by pupils should be selected in consultation with the supervisor.

b. A small reference library of supplementary textbooks for students should be established in each classroom.

c. Reference pamphlets setting forth principles and methods of instruction of the foreign-born should be provided for each teacher, including especially those published by the federal and state governments.

#### CLASSROOM ORGANIZATION

Under this caption three things are discussed: (1) grading of pupils; (2) plans of work; (3) record of attendance.

1. The present distribution of pupils gives evidence of improper classification of students in elementary and advanced classes. This evidence seems to be confirmed by the frequent necessity of transfers. Classification is an expert function. It needs a rather intimate acquaintance with the student's previous education and his knowledge of English. One of the reasons for recommending the closer relation of students with the Bureau for the Foreign-born is that it would permit more leisure in interviewing applicants. Even when the classification is the best possible, it is necessarily limited to one of two alternatives; however students may vary in capacity and ability, they must go either to an elementary or to an advanced class.

To reduce this variation, students within the classroom should be divided into at least two groups. The first group should usually, though not invariably, include those entering during the first fifteen evenings of the term; those entering later should become members of a second group. This division of itself accomplishes nothing unless the lessons are so conducted as to permit equal consideration of both groups, the students in one group working at an assignment that permits self-direction; but that nevertheless aids them in the language lesson; the others receiving the direct attention of the teacher. For certain exercises all the students will constitute a single group.

2. Not only as a reminder of the need of providing sufficient variety of exercises so as to secure better teaching, but also as a mode of improving themselves professionally, teachers should prepare plans of procedure. A method of making such plans at a minimum expenditure of time is suggested in the supplementary report.

3. The present method of limiting the responsibility of teachers with respect to attendance by requiring them to enter only the fact of attendance is deprecated because it tends to isolate the teacher from the student. It is recognized that for purposes of checking the period of attendance in accordance with the service paid for, the class record must be checked by the department accountable for money payments and time credits. Nevertheless, each teacher should feel a sense of personal responsibility for the attendance of each student, inasmuch as the effectiveness of his teaching is an important factor in insuring continuance and

regularity of the students enrolled. For these reasons, teachers should be required to enter in the roll book the cause of discharge, when it was caused by any reason other than the expiration of the pay period. So far as the discovery of the cause may involve correspondence, teachers should be expected to engage in such correspondence either on forms prepared by the Y. M. C. A. or by personal letters.

Teachers should further be expected to issue to the department in charge periodic statements showing the ratio of attendance to maximum enrolment, counting the latter from the evening each student enrolls until the expiration of his period of time credit, or until the date of the report, if his credit for time has not expired. A comparison of the ratio between aggregate attendance and aggregate enrolment thus determined is recommended as the basis of calculation. Comparative records of attendance should be made the subject of analysis and discussion at teachers' conferences. A larger roll book, providing space for stating causes of discharge and such other annotations for each student as the teacher may deem desirable, is necessary. The present roll book in all branches except the French Branch does not easily permit any entries except those of attendance only.

#### *Recommendation 7*

It is recommended:

a. That a better method of grading be provided (1) by arranging for a more leisurely and more thorough investigation of the needs of each student when assigning him to an elementary or to an advanced class; (2) by regrouping students in each class after classification as their progress and needs make desirable.

b. That the teacher's class records be amended in the following respects:

- (1) That teachers be required to enter a brief statement of the plan and procedure of instruction employed from day to day.
- (2) That teachers be required to trace causes of non-attendance and to keep a record of the same.
- (3) That a basis of estimating the rate of attendance be established; that such estimates be periodically submitted and used as a basis for comparative study of the causes of loss and wastage in attendance and of the means of removing them.



## CHAPTER XIV

### GUIDANCE, PLACEMENT AND FOLLOW-UP

#### THE PROBLEM STATED

One of the most significant outcomes of contemporary civilization is the growth of the cities. The very magnitude of New York City renders acute the necessity for conscious adjustments to social situations, notably those relating to the economic orientation of the individual. Here the individual tends to become merely a unit on the payroll or the rentroll. The struggle for existence is emphasized by the pressure of competition and accentuated by the density of the population. In the large city the individual finds few facilities to help him make a satisfactory selection of life work. Because of the physical size of the metropolis it becomes much more difficult for the employer to find likely men, and for the employee to locate desirable places of employment. Existing facilities for employment, public and private, have not yet proven their adequacy. The result of this lack of guidance is incalculable human waste.

Burdge\* has shown that six out of seven boys between sixteen and eighteen in New York City are in employment. It is only by chance that these inexperienced, aimless boys find the kind of employment best suited to their growth and development as wage earners. More than ten thousand men came to the Y. M. C. A. branches last year for guidance and placement service. Many of these were young men from smaller communities who found themselves in need of friendly counsel. These young men want to find their way into vocations where they can be self-respecting citizens, but they know little of the nature of the vocations they desire to enter and less of the means of entering them.

A typical case history of one of these men would probably show that he left school at fourteen, was employed in three or four juvenile jobs between fourteen and nineteen, and then entered a junior commercial job, easy to get and easy to hold, but leading to no particular advance in wages or position. At twenty-three or twenty-four he becomes suddenly aware that he cannot rise further without more training or help. This awakening may be brought about by one or more of a dozen possible causes, one of which is the desire to marry. The young man in this situation feels dissatisfied with himself and with his job, and is an easy prey to many kinds of temptation.

The young man who has graduated from high school and then enters industry finds a somewhat wider range of choice. He has usually been encouraged to think about the problem of a lifework. But unless he is unusually fortunate, he will be found at the same age at the same point of bewilderment, of crisis, of need of redirection, and, in the

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\*Burdge, Howard G., *Our Boys*, State of New York, Military Training Commission, Bureau of Vocational Training, 1921.

absence of adequate guidance, at the point of disheartenment, despair and downward moral adjustments.

There is a very definite need for an agency for guidance of young men, to direct them until they find positions where they may render service in a manner satisfactory to themselves and to society. To stop short of this goal is to invite disaster. From every standpoint it is imperative that society devise ways of removing the causes of the restlessness of young men who have become dissatisfied with the present order of things because of economic maladjustments.

Since the men most in need of guidance have left school, the public schools cannot be expected to provide this service, at least for the present. Even if the obligation lay on the schools, public administrators are confronted with such momentous problems of housing and organization that they could not furnish guidance if they would. For the immediate solution of the problem, society must look to some other agency.

#### THE Y. M. C. A. THE LOGICAL AGENCY

In a canvass of the social resources of the community, the Y. M. C. A. stands out preeminently fitted to undertake the work of giving guidance and placement service to men above the age of sixteen. There are many reasons supporting this statement. In the first place, the Y. M. C. A. is more nearly universal in its scope than any other social organization dealing with the problem except the public school. In the membership of the Association in New York are Protestant, Roman Catholic and Hebrew; adherents of these three faiths are served by the officers of the Association. Among the organizations in contact with those in need of this service, the Y. M. C. A. is the largest and most powerful. It has the momentum of years, the power of prestige, the aim of disinterested service to young men.

The social agency that undertakes this task should have at its command large resources in money and should be able to call on the services of many influential men and to mobilize public opinion through the influence of leaders. It should reach across religious lines of every sort, in order to receive the cooperation of all constructive forces of the community. These advantages the Y. M. C. A. probably possesses in larger measure than any other similar organization. It is able to raise funds for worthy purposes almost at will; it receives freely the services of prominent men, and it can profoundly influence public thinking when the need arises.

The Association is already attempting parts of this service. Each year its employment departments aid thousands of young men. The "Find Yourself Campaigns" annually are leading hundreds of boys of high school age to think seriously about planning their lives. The educational departments function to some extent as agencies for guidance and training. Outside the public schools, the Y. M. C. A. probably does more of

## YOUNG MEN'S CHRISTIAN ASSOCIATION OF THE CITY OF NEW YORK

this work than any other one institution. It is not an entirely new function that is urged on the Association; it is the improving, expanding and systematizing of the present activities that are needed.

### THE SOLUTION PROPOSED

It is recommended that the Young Men's Christian Association organize an agency or bureau for the guidance, satisfactory placement and follow-up of men, substantially as indicated in the following plan, diagrammatically shown in Chart XX.

#### I. PROCESS OF GUIDANCE, PLACEMENT AND FOLLOW-UP

##### *Sources of Applicants*

Applicants may be expected to come from the branches of the Y. M. C. A. which are already known as places where guidance and placement facilities may be found. They may also be expected from employers who desire guidance for their employees, from clergymen who have more demands for this type of service than they can meet, from the public schools, from other social agencies, business men's and fraternal organizations. Once the plan is in operation, many applicants will come directly to the agency, for the desire for guidance is almost universal at the ages under consideration.

##### *The Interview*

The first contact of the applicant with the bureau should be through the interviewer, who should be a man of large human sympathies and of considerable skill in diagnosing the needs of men. The interviewer should explain the nature of the service rendered by the bureau and lead the applicant to decide on a program to be followed. This program may include all the activities of the bureau or it may include but one, as indicated by the needs of the case under consideration. The dotted lines on the chart indicate possible routings for those not desiring the full service.

The interview should give the applicant information as to the resources at his command through the bureau, and should acquaint him with the continued counseling that is at his service until he is satisfactorily placed. Not the least of the services to be rendered is the strengthening of the applicant's courage to make further effort.

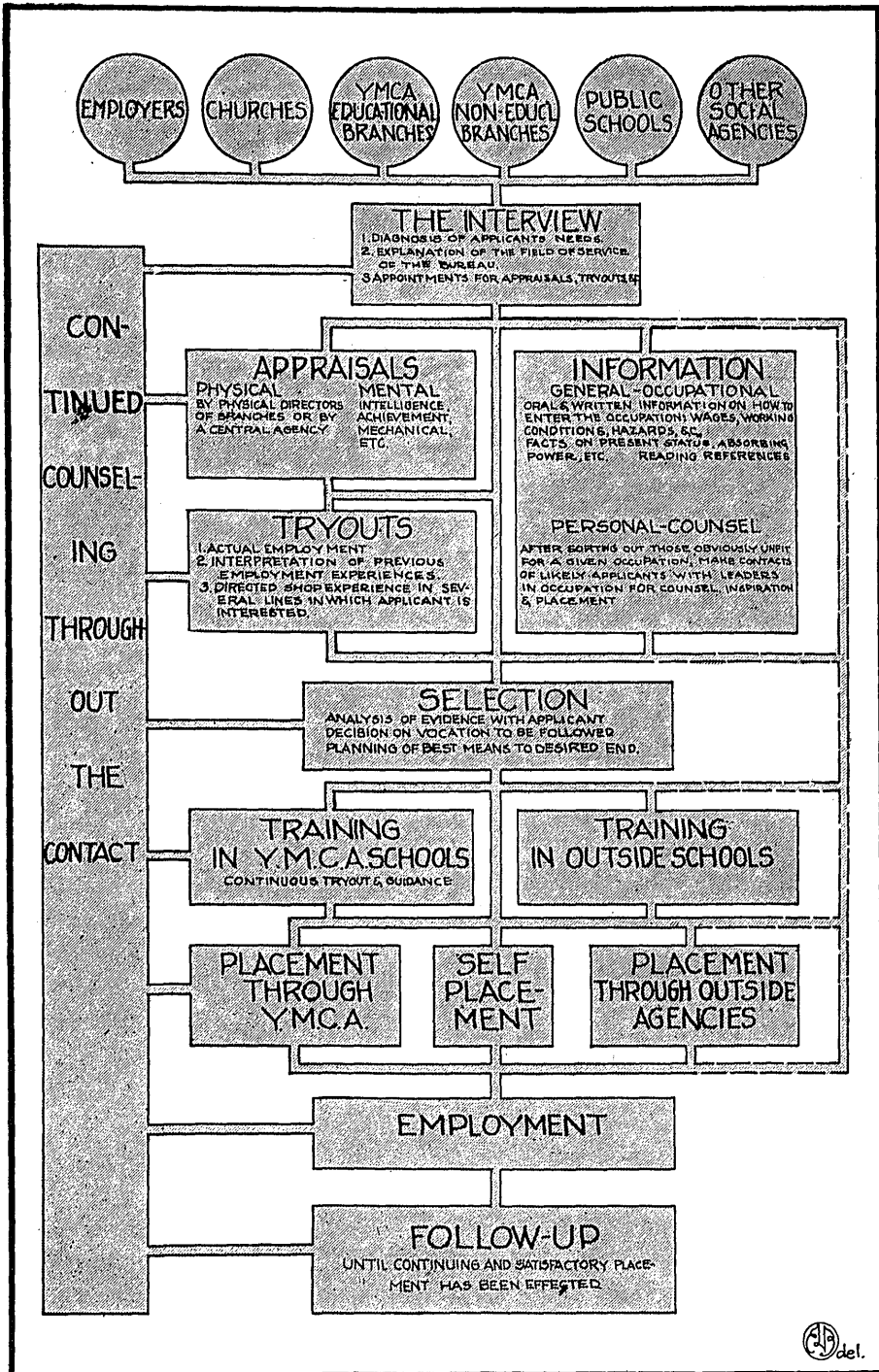
##### *Appraisals*

Some applicants will reach decisions as to their life careers very much earlier than others. Many choices will be unwise because based upon insufficient knowledge of the actual requirements and conditions of the vocation selected. An important part of the guidance service will be to guide the applicant away from such choices as are clearly unwise for the particular individual. This may be done on the basis of physical or

# SURVEY OF THE EDUCATIONAL ACTIVITIES OF THE

## CHART XX

### ROUTINE OF PROPOSED BUREAU OF GUIDANCE, PLACEMENT AND FOLLOW-UP



mental limitations or other personal characteristics. The appraisal of the physical assets and limitations may be made by the physical departments of the various branches without excessive cost. It will be necessary, however, to standardize, adapt and augment the work now being done.

The tests on which the mental appraisals are to be based may be made by advanced students from educational institutions in the city, at minimum cost, through the use of the bureau as a clinic for training-in-service of students. The results of these tests must be evaluated by a competent psychologist. The methods of mental appraisal are fairly well established. Tests of intelligence, mechanical aptitude, and performance have been carefully standardized. There is every reason to believe that prognostic tests will be developed within the next few years to the point where they will be of real value in determining the probable direction of the individual's success.

### *Information*

The aspect of guidance just suggested is largely negative. A positive aspect will be provided by supplying the applicant with pertinent information which will enable him to make an intelligent choice. Two sorts of information are to be distinguished: general vocational information and personal counsel. The first summarizes what is known of a given vocation as to basic facts; a vocational analysis of the nature of the work, the main advantages and disadvantages, the qualifications and training needed, facts as to the provision made in the vocation for necessary training, the wage-scale, the hours of work, the seasonal demands, the labor conditions, how to enter the vocation, and the common deficiencies of workers. The second sort of information is derived from the personal viewpoint of a man who has succeeded in the vocation.

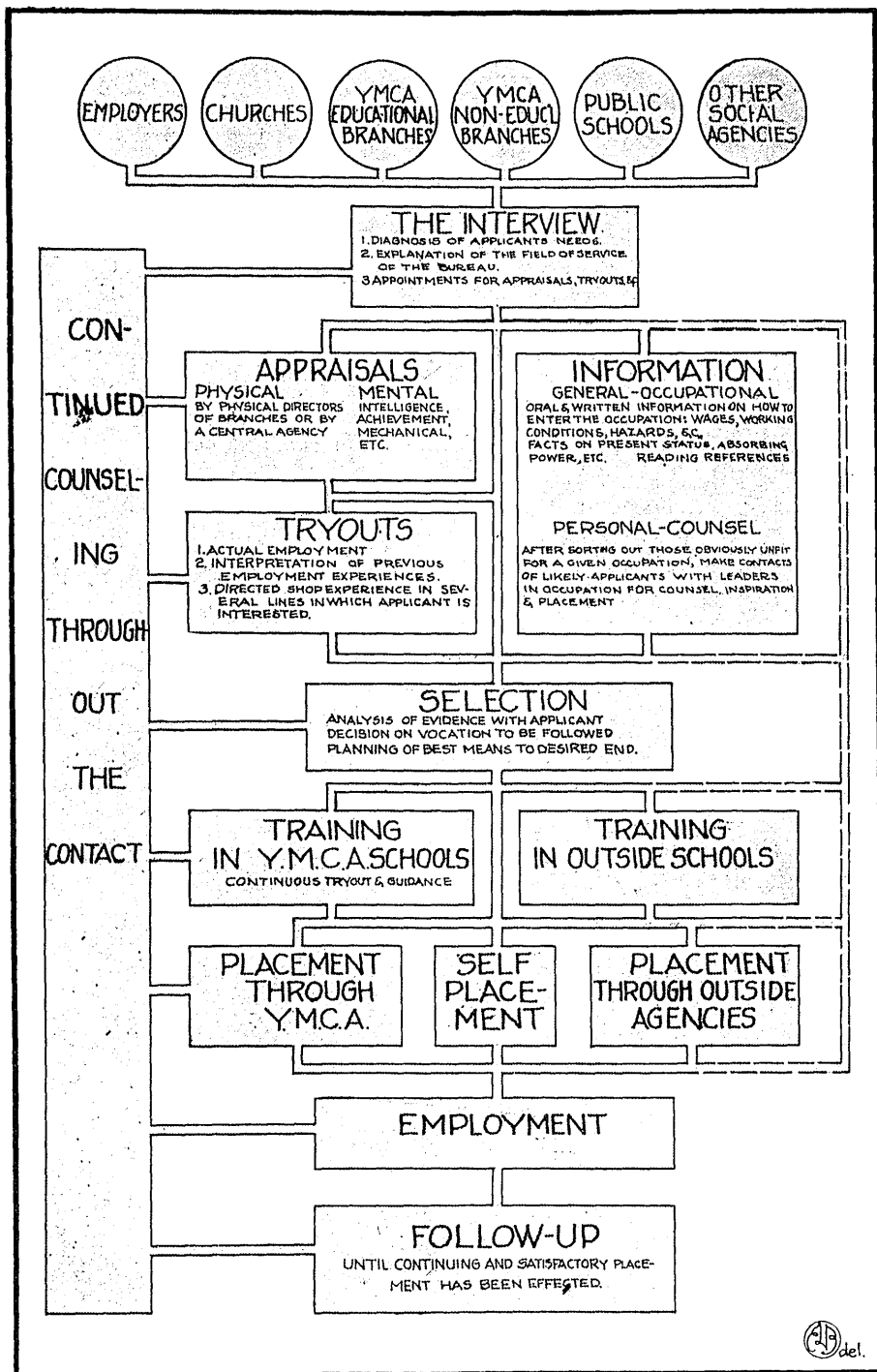
The gathering and editing of the general vocational information is a task for the research division of the Association. There should be provision for continuous collection and analysis of the facts concerning all the desirable vocations of the community, and for the publication of these facts for the guidance of those desiring to enter a given vocation. It is suggested that this material be issued in convenient form, with the basic facts about the vocation followed by reading references for those inclined to search out the details. An excellent example of this type of work is a recent publication of the Vocational Guidance Bureau of the Detroit Schools, which is an interesting demonstration of the type of work that should be done in every large community.

A man cannot decide whether he would like to work as a bricklayer or as a bank clerk unless he has some conception of what each of these vocations demands in skills, in physical strength, in aptitudes, in adaptation to working conditions. Each applicant over twenty-one years of age may be expected to have had three or four different jobs, and thus to possess more or less experience on which to draw. It should be the business of

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the bureau to interpret for the applicant the significance of these experiences. Groups with common interests may be organized and brought in contact with a leader of the vocation in which they are interested. Such contact will frequently solve the problem for certain members of the group. All will be benefited and their viewpoint will be enlarged and improved.

### *Tryout*

Within the range of the individual's interest and capacity there will still remain for many a large number of choices. They need to supplement their present experience by actual trial under working conditions. Here the judgment of the foreman or employer, if procured by a representative of the bureau, will be valuable as indicating probable success. Sometimes all the experience required may be secured from a short intensive course of prevocational training in one of the school shops of the Association. Here the applicant should be given a series of fundamental trade experiences, supplemented by short informational talks by the instructor on working conditions in the industry. The shop experiences should be given under the guidance of a series of job-sheets covering typical and fundamental jobs. These would at the same time act as a sort of test of abilities. At the close of the course the instructor should record his judgment of the availability of the applicant for the trade in question.

Studies of the Bureau of Research and Statistics will probably result in the formulation of job specifications. From these may be derived the norms of intelligence, physique and performance required for success in a given vocation. Tryout students should be rated in each significant trait, and these ratings recorded. Individuals whose ratings have been determined before employment should be observed on the job, and their actual success should be evaluated. A study of the correlation between the ratings of significant traits and vocational success will indicate the reliability of the standards tentatively employed. The data thus accumulated and revised will increase in prognostic value from year to year, and should become a significant factor in the process of guidance. It should, of course, be remembered that high correlation for a group does not solve the problem for an individual member of the group. This bureau must not fail to recognize that it is dealing with the individual as a unit.

### *Selection*

After the bureau, through information, appraisals and tryouts, has helped the applicant avoid making choices which are clearly unwise and has revealed a field within which reasonable success and happiness may be expected there remains to the applicant the obligation of selection. No one may make this choice for him. The counselor may steer a man away from vocations for which he is unfitted and may give him information so that he may choose intelligently, but the man himself must make the decision.



### *Training*

After this choice there should be drawn up a program of action, the determination of a series of goals to be reached one after the other, each one lying closer to ultimate placement in a satisfactory position. The first step is the decision as to what training is needed. The next is the selection of the school in which the training may be secured most advantageously, whether in the Y. M. C. A. or elsewhere. The criterion here should be the course of procedure best for the applicant, regardless of where the training is to be given or who will profit financially by the arrangement. Here the research division can be of service in finding out the conditions concerning schools and in publishing the information for the use of interviewers and applicants. The financial condition of the applicant will largely determine whether he should be trained in a day course or in an evening course, provided both are available. New York City is perhaps unsurpassed in wealth of opportunities for advancement through training. All this lies at the door of the Y. M. C. A. for realization and use. It is not the place of the interviewer to decide where the applicant is to be educated. The interviewer should present the facts and his recommendations, where these are desired. In each instance the applicant should make the decision on the grounds presented.

### *Placement*

Following training, or as a part of it in many cases, should come placement in the vocation for which training has been taken. Existing placement departments of the Y. M. C. A. should be coordinated. More channels should be opened to facilitate the meeting of employer and employee. The student's record, in appraisal and training, should be used to assist in placement, as it will aid in placing a man where he can meet conditions imposed by the nature of the work and the employer. The placement workers should know the requirements of the shops where placements are to be made, so as to fit workers to positions.

### *Follow-up*

Placement alone does not insure satisfaction. There should be provision for studying the man while in employment, to determine whether he was adequately trained, whether he meets the requirements of the job, whether he is receiving satisfactory compensation. If there is a marked deficiency in capacity, another man should be placed on the job, and the original applicant placed where he can succeed. If the employer is not doing his duty, the matter should be taken up with the proper officer to insure just action. The placement secretary stands in much the same position as the architect between contractor and owner, as an impartial friend to both parties, to see justice done. He is a coordinator in a very real sense. Much of his service should be rendered through arranging trade-agreements of employers, organized labor and the Y. M. C. A. He should see that these agreements are carried out and that employers who

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refuse to enter into such agreements or fail to live up to them are not served by the Y. M. C. A.

Replacement of one man by another better adapted to the position will be one of the outcomes of follow-up. Even after years of service in a position, change in administrative control may make imperative a change in employment of the most capable men. The aim is the location of the applicant where he can render satisfactory service to his employer, at the same time receiving satisfactory payment and promotion. Both sides must be satisfied. It may be as necessary to modify the job to suit the man, as to modify the man to the job. When a man is satisfactorily placed, he is freed from anxiety and strain and is enabled to become a constructive member of society. A man unemployed, or wrongly employed, is a hazard to himself and to the community. The Y. M. C. A. can do much to stabilize social conditions by providing the clearing house facilities to bring men in touch with desirable employment conditions.

### II. ORGANIZATION

#### *Director*

The director should be a man with training and experience in guidance and placement, with the ability to direct the operations of the personnel of the bureau. He should regard the bureau as a means to reveal applicants to themselves and to discover opportunities to them, to lead applicants to decide rightly by steering them away from unsuitable occupations toward suitable ones. He should be directly responsible to the General Secretary.

#### *Psychologist*

The psychologist should be chosen from the ranks of the educational psychologists, and should be capable of administering and interpreting psychological tests and of directing the mental appraisals. It is quite possible that the director of this bureau could be chosen with suitable qualifications for this service.

#### *Head of Research Division*

This man should be selected from the increasing group of personnel workers qualified to take charge of collecting and digesting the facts concerning the vocations and the men engaged in them, the data on schools and training facilities, and the editing and publication of these facts. This service would be rendered by the Secretary of Research proposed for the general organization of the city.

#### *Other Members*

The qualifications of the other members of the staff, interviewers and placement workers, have already been discussed. Their number will depend upon the plan of organization and to the extent to which the work of the bureau develops. These details can be worked out by the director,

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in whose hands should be placed responsibility for the entire bureau with control over all minutiae.

### *Location*

While the organization and control of the bureau as a whole should be conducted in a central office, those activities of the bureau which involve contact with the men to be served would need to be carried on in the separate branches. The present employment departments should be incorporated as a part of the proposed central bureau. It will doubtless be necessary to restate their objectives and to reorganize their method of operation.

### III. FINANCING THE BUREAU

Until the precise form of organization is decided upon, it is not possible to do more than estimate the amount of money required annually to maintain the plan as outlined. One thing should be held firmly in mind: The Y. M. C. A. would better not attempt the establishment of the bureau than to establish it on an inadequate basis, either as to support or as to personnel. The necessary funds might be secured through gifts and from fees paid by those receiving the service. Dependence must be placed in large degree on the willingness of supporters of the Association to underwrite the plan, at least for the first few years. The worth of the bureau should make a strong appeal and adequate presentation should bring support. There should be liberal support through the general budget of the city Association. The educational work is already used as a basis of appeal for the general support of the Association. This plan, in effective operation, would greatly enhance the appeal.

Fees should also be charged for the service rendered. These of course could not be made large enough to cover either the cost to the bureau or the value of the service to the person served. The International Committee also might be expected to contribute to the support of the bureau as a laboratory in which could be worked out some of the problems common to other cities, and as a training school for workers to extend the plan to other Associations.

### RESULTS TO THE ASSOCIATION

By the establishment of new ideals of guidance, training, placement and follow-up and by the employment of improved methods and devices, the efficiency of the employment service of the Association would be greatly improved. Careful appraisals would aid in finding the right positions for men and the right men for positions. The research department would give scientific bases for securing better results. Through closer contact with the employer, the training service could be made to meet actual conditions more closely. Through a more careful selection of men, the educational work of the Association would be placed on a higher level of achievement.

If an organization, through advertising or otherwise, continues to offer a service that experience proves it does not furnish adequately, the organization loses prestige in proportion as the facts are known. The resulting dissatisfaction reacts to the disadvantage of the organization. The proposed rearrangement and expansion of activities in the field of guidance and satisfactory placement would tend to remove some of the present sources of irritation which the survey has found to exist to the detriment of the Association.

Not a large percentage of the men reached by the Association are attracted primarily through the offering of religious guidance. They come to the Y. M. C. A. for the enjoyment of the other advantages, among which education occupies an important place. The offering of improved guidance and placement service would attract many more men not now within its sphere of influence.

Such a plan as has been outlined offers an opportunity for rendering a unique social service. Not only is it one of the most desirable ways of carrying on the work of fundamental character-building, but it presents a challenge to the pioneering spirit of the Y. M. C. A. to undertake a much-needed piece of work, to prove that it can be done advantageously, and thus to point the way for other public agencies which have thus far proven inadequate to meet the need.

## CHAPTER XV

### SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

From the detailed study of the administrative procedure and of the classroom instruction of the educational departments of the various branches of the Y. M. C. A. in New York City, it has been difficult to reduce the material to the reasonable limits of this volume. Much additional material has been submitted directly to the Association in the form of supplementary reports which it is hoped will be useful to those dealing with specific aspects of the work, but which would have added little to the value of this printed report. Nothing has been withheld which would, if published, have given a clearer impression of the educational work or have modified the recommendations made.

#### I. *General Policy*

In accordance with the discussion in the opening chapter, the position is taken that the Y. M. C. A. is justified, on the ground of present public need and consistently with its own aims, in offering a program of education for men of the ages included in its membership. The position is emphatically taken that the Association is obligated to organize its program in such a way as to secure the maximum return for the funds which it expends, and to secure in every form of instruction which it offers the highest possible benefits to the men whom it enrolls in its classes.

#### II. *Forms of Educational Service*

No definite answer has been given to the question as to what particular forms of education the Association should undertake. There seems to be no settled policy of the Association in this regard, either in New York or in other cities. The opportunist basis on which the program has developed would appear to exclude no type of work, academic, trade, or professional, from the possible educational offerings. However, from the point of view of community needs and of the probable success in providing suitable equipment and instruction, there is a wide difference between a law school enrolling several hundred students or a secondary day school of 150 boys and some of the trade and vocational courses now offered. The general principle is laid down that the educational activities should be selected and conducted so as to contribute definitely to the realization of the chief objectives of the Association. It is not the function of the survey to formulate these objectives; this is a task for the Association itself. However pressing the need of education for adult men may be, the fundamental purposes of the Association include much that is outside of education. The worth of an educational effort should be gauged by the extent and quality of its contribution to these aims, not by the numbers attracted nor by the money involved.

The welfare of the movement as a whole should be a constant consideration, but the welfare of the community which the Association is

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organized to serve is even more important. In reaching a decision regarding the desirability of carrying on educational work it is necessary to realize that when a practice is approved for the Y. M. C. A. it must also be approved for any similar organization desiring to undertake educational work, since the Y. M. C. A. can claim no special privilege in this regard. It will therefore always be pertinent to ask what would be the effect upon public education and upon the community if the proposed practice should be generally adopted by similar associations, including clubs and institutional churches.

The Y. M. C. A. should carefully consider to what types of education it should restrict its activities in order to render the best service to men in New York City. It is clearly undesirable to enter into competition in fields in which adequate provision already exists. The educational activities in some branches already seriously interfere with other important activities. There is the obvious danger that education will become the chief activity of the Association and that other activities which have been successfully maintained will assume less importance. It would be a hazardous experiment to throw over or greatly to diminish any of the activities which are appropriate to the fundamental aims of the Association, and in which it has met with marked success, in order to undertake a more extensive program in a field in which other agencies are likely to make increasingly more adequate provision and for which the Y. M. C. A. is not prepared by its experience and equipment to render a unique service. It is the part of wisdom to consolidate the lines before attempting further advance.

### III. *Education and Association Membership*

In determining what forms of education are most appropriate, education should be looked upon less as a means of attracting new members and more as a means of serving those who are already enrolled. This recommendation does not overlook the probability that men who will be attracted to the Association through the opportunity to secure needed education may also be benefited by the other activities and influences in which they may share. It rather looks to a change of the present emphasis upon numbers which tends to bring into membership many men who are out of sympathy with some of the aims of the Association. If students, attracted to the various schools and classes because of the excellence of their offerings, became members only when they so desired, the Association would have a potent incentive to make membership sought for its own sake and its value to the men would in many cases be greatly enhanced.

### IV. *The Housing of Educational Work*

The erection of a separate building for education is inconsistent with the policy proposed in this survey. However inadequate some of the branch buildings are, the segregation of the educational work in a single building would tend to make the legitimate aims of the Association's

educational program more difficult of attainment. Some of the present buildings are unsatisfactory for the general purposes of the Association. When these are replaced, adequate provision should be made for education. By segregating specialized types of educational work and removing existing duplication in the different branches, the present facilities could be used more efficiently and the organization and teaching could be greatly improved. It is recommended that the ultimate plan of confining the educational work to three branches be adopted, assigning one important type of work to each. Such a plan might contemplate housing the tradé courses at the East Side, the law school, if taken over, at Twenty-third Street, and the accountancy school at West Side.

Pending the provision of more adequate building facilities at three centers, the detailed recommendations regarding building equipment should be carefully considered and the necessary steps taken, so far as possible, to remove the present fire hazards, to improve the lighting and ventilation, and to make the classroom equipment conform to the reasonable accepted standards of school procedure.

#### *V. Administration and Supervision*

It is recommended that unified administration and supervision of all the educational work be secured through the appointment of a City Secretary of Education. Under this officer, the work at each branch should be in charge of an educational secretary, who should be selected because of his fitness to direct the special type of work under his charge. His position should be that of a professional educational supervisor. He should be relieved of much of the duties of promotion and publicity which now constitute the greater part of the work of the educational secretaries of the branches. Pending the segregation of the work in three branches, expert supervision of the materials and methods of instruction could be secured without undue expense by employing qualified men on a part-time basis. Supervision should be placed upon a constructive professional basis, for the purpose of improving the work of teachers in service. Such supervision as is now given is limited in amount and in no case has been found to be above the level of inspection.

#### *VI. Educational Research*

It is recommended that a Bureau of Research be established to study the educational needs of adult men, employment conditions and demands, the extent to which the courses offered are meeting these needs, and various other problems of organization. The services of such a bureau would not be confined to education alone. A man well trained in personnel work should be in charge directly under the General Secretary. Through this bureau a uniform system of records should be developed for use in all branches for the purpose of securing reliable, complete and comparable data to be used in the studies conducted through the bureau.

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### VII. *Advertising and Publicity*

It is recommended that the advertising of educational courses become a part of the general advertising and publicity of the Association and that it be conducted through a Central Bureau of Advertising and Publicity. It is believed that considerable economy would thus be secured. It is further believed that some of the money now spent in advertising, if used in providing better facilities for education and more satisfactory guidance and placement, would secure constantly increasing assets of good will which would be more effective in securing desirable students than is the present policy of advertising.

### VIII. *The Teaching Staff*

It is recommended that every effort be made to secure the best possible teachers in every subject. Instruction is at the very heart of education. Practical knowledge and skill in the trade or profession are essential, but do not assure ability to teach. In selecting teachers, attention should be given to special training and experience in teaching, and preference should be given those who have had these. Training should be given teachers in service either in large or smaller groups, both for the sake of the improvement of specific teaching ability and of developing a professional group morale. A higher salary scale than is found in most of the Association schools is necessary to attract and hold the most competent teachers. The policy of paying adequate salaries to the best men who can be found would ultimately justify itself as sound business practice.

### IX. *Teachers' Meetings*

It is recommended that teachers' meetings be held frequently and at stated times for the discussion of instructional problems. These meetings should be definitely planned and a single problem should be considered at each. At the branches where various types of work are conducted, separate meetings for those having similar problems will be found most effective. These meetings should deal with professional problems above the level of routine matters, most of which may be better attended to by means of mimeographed sheets.

### X. *Professional Courses for Teachers*

Teachers should be encouraged to take additional training in education or in trade and professional schools. Teachers in public schools are encouraged and in some cases required to take such courses. Such efforts at self-improvement should be rewarded by permanent salary increments.

### XI. *Character Building*

It is recommended that character building as an aim be clearly defined, and that careful consideration be given to the most effective methods of securing this important objective. If character is affected by the contagion of a good example and is developed through response to



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real situations, every classroom may be made to yield its contribution every day. Clear thinking and effective supervision are essential to the satisfactory attainment of this important aim in Y. M. C. A. education.

### XII. *Guidance, Placement and Follow-up*

It is recommended that a Bureau of Guidance, Placement and Follow-up be established, under the control of a director for the city. A broad conception of vocational education includes not only the instruction of men in class or shop, but also careful guidance before entering upon a course and placement in jobs adapted to their abilities and special interests in which they will find personal satisfaction and will perform work of social value. Some of the funds now spent for publicity and advertising, if transferred to the support of this bureau, might be expected to yield larger promotional returns which would be cumulative through the years to come.

### XIII. *Budget Procedure*

The educational secretaries of the several branches (with the approval of the educational committee of the Branch Committee of Management) should submit their budgets to the New York City Secretary of Education at a time specified by the Y. M. C. A. Board of Directors in order that the City Secretary may pass upon such budgets before they are submitted to the committees of management. After inclusion in the total branch budget the procedure should be as at present followed.

### XIV. *The Fiscal Year.*

It would be desirable to have the fiscal years of the New York City Y. M. C. A. and of the International Y. M. C. A. coincide in order that reports might be more easily comparable. The following provisions should be made for the educational departments of the New York City Y. M. C. A.: (a) the *school fiscal year* should be considered as from July first to June thirtieth; (b) educational departments should be credited at the beginning of the Y. M. C. A. fiscal year with all educational funds which have been received for services not yet rendered; (c) educational budgets should be made for the "educational year" and would therefore extend into the Y. M. C. A. fiscal year in advance of the one for which other departments are budgeting.

### XV. *Functional Basis of Accounting*

The financial report of which the monthly report now in use is an example is the most important culmination of an accounting system. The report now in use falls short of its possibilities because of the multiplicity of accounts it reports with little attempt at grouping. These accounts should be grouped and summarized in such a way that the total expenditure for broad purposes or functions such as administration, maintenance, capital outlay and the like will be immediately available to the adminis-

trator. The plan used in reports to the United States Bureau of Education and by a large percentage of the public school systems of the country could well serve as a point of departure in formulating a useful basis for grouping. This system groups accounts under the following heads: (1) General Control (Regulative and Executive Service), (2) Instructional Service, (3) Operation of Plant, (4) Maintenance of Plant (upkeep), (5) Fixed Charges, (6) Debt Service, (7) Capital Outlay, and (8) Auxiliary Agencies and other sundry activities. The use of these groups would facilitate comparisons between educational costs for the Y. M. C. A. and for other school systems.

Individual accounts used should be so defined as to eliminate those differences between branches which now make inter-branch comparisons of little value.

A more uniform system of cost accounting should be adopted.

#### XVI. *Purchasing*

Separate purchasing by the various branches makes for neither efficiency nor economy. A central purchasing office should be established which should function as an investigating and purchasing agency for all the branches. In the routine of purchasing, this office should act as an agent for each branch. It should not have the power to alter requisitions either as to amount to be purchased or as to type of goods without the consent of the branch department concerned.

#### XVII. *Trade Courses*

The following recommendations are made as especially affecting trade courses:

1. That a supervisor of trade education, thoroughly trained and experienced in the administration of trade and industrial education, including teacher training, be appointed to have charge of the supervision of instruction in trade courses in the various branches, under the City Secretary of Education.

2. That the aims of each course be formulated in terms of specific skills and knowledge to be acquired or of specific and definite occupational standards to be attained; that there should be a careful distinction between trade-preparatory and trade-continuation courses, and that no single course should undertake to function as both.

3. That trade instructors be given a teacher-training course to enable each to analyze his trade and to build up a series of instruction jobs covering the entire spread of the trade, to know how to select those who should be trained and how to equip and manage a trade shop.

4. That the educational secretaries at the branches where trade courses are given, the heads of separate trade schools and individual instructors examine with care the detailed recommendations in Chapter IX regarding courses of study, equipment, and materials of instruction

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with a view to the improvement of the work as at present conducted in the various trade courses.

### XVIII. *The Law School*

If the Association decides to take over the New York Law School, it is recommended:

1. That a scientific study be made of the various factors that have to do with determining the fitness of candidates for admission to the school and that measures be taken to eliminate the unfit both before admission and during their progress in the school, in order to raise the efficiency of the school to the highest possible level.
2. That the traditional text-book-lecture method employed in the school be gradually modified in the direction of a more extensive and exacting study of cases, and that, as changes in the present staff normally occur, some of the new appointments be of men educated according to the case-method of legal instruction who shall be encouraged to make such adaptations of this method as are suitable in the part-time school.
3. That at least three of the professors be given adequate full-time salaries and that they be expected to devote themselves exclusively to legal research and instruction.
4. That the school be more adequately housed and that the library be put into a thoroughly efficient condition.
5. That an advisory committee, composed of men conversant with the field of the law and legal education, be invited to cooperate with the Association in determining the policies of the school.

### XIX. *Accountancy and Commercial Courses*

The following recommendations are made:

1. That all courses in this field be given in a single school.
2. That a basic course of three years be provided in the fundamentals of accountancy and some other essential subjects preparing for commercial accounting and that a fourth year be added for those desiring to enter the field of public accounting.
3. That standard curricula in accounting and business administration be adopted which shall be adapted to the requirements of business in New York City.
4. That there be required for admission a reasonable educational background, including a satisfactory knowledge of bookkeeping and of written and spoken English.
5. That cooperation be secured with accountants' societies, firms of public accountants, corporations and business houses in the city for the purpose of securing information regarding the type of training needed and of securing channels for the placing of the graduates of the school.

XX. *Secondary Schools*

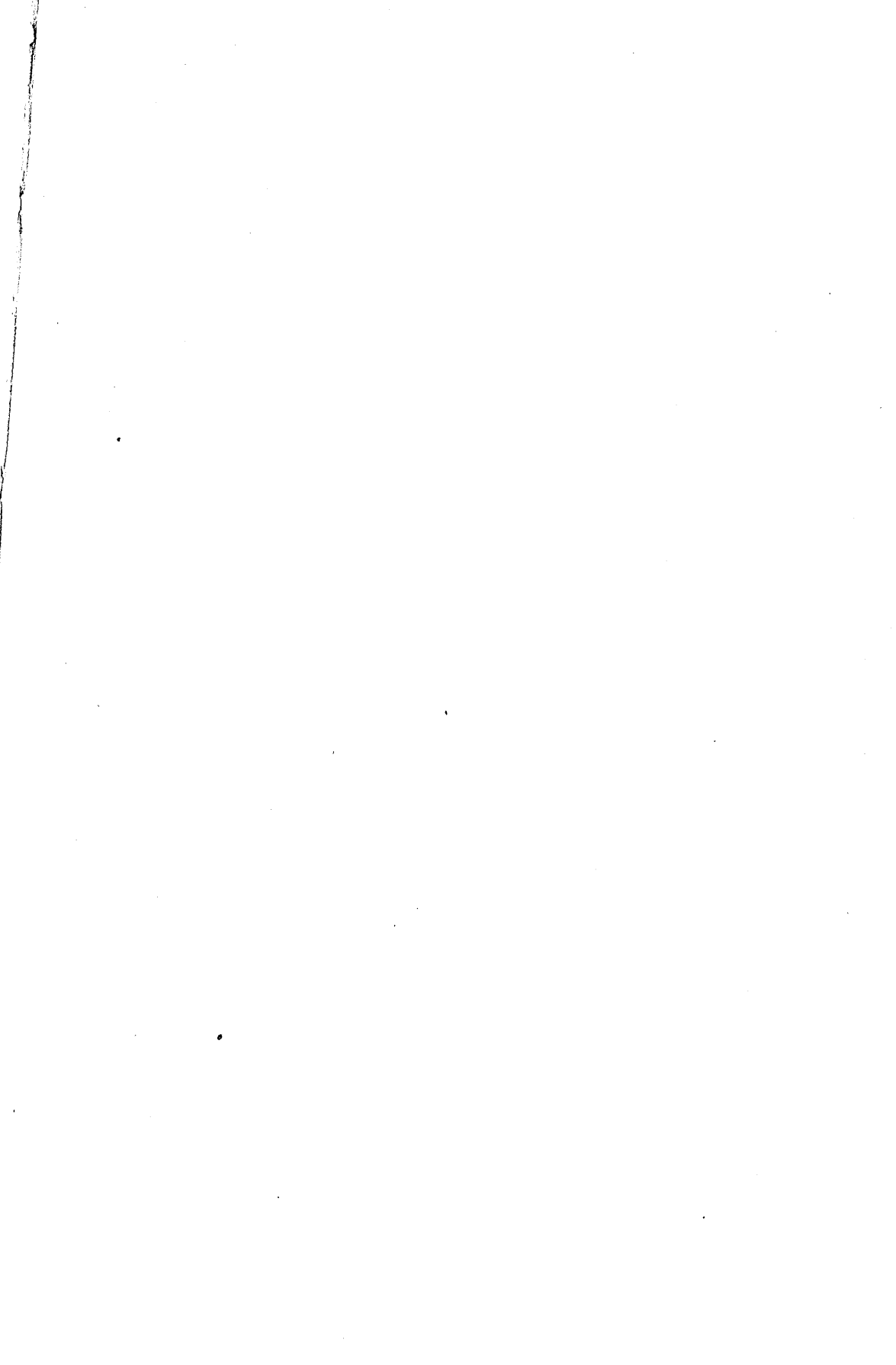
The following recommendations are made regarding the three secondary schools maintained at the Twenty-third Street and West Side Branches:

1. That the Chelsea School be combined with the McBurney School at the West Side Branch.
2. That the curriculum of the McBurney School be broadened and that college preparation be made a less conspicuous aim.
3. That the salary schedule be materially increased.
4. That greater emphasis be placed upon the quality of classroom instruction and that the headmaster devote half of his time to its improvement.
5. That a study be made of the causes of elimination and failure in the Regents School at the Twenty-third Street Branch with a view to securing a marked improvement in the effectiveness of the organization and instruction of the school.

XXI. *English for Foreign-born Men*

The following recommendations are made regarding the teaching of English to foreign-born men:

1. That this work be carried on in close affiliation with the Bureau for the Foreign-born and be made an essential part of its activities.
2. That a supervisor of instruction for the foreign-born be appointed who will exercise professional supervision of the education of all foreign-born men, whether teachers are on a paid or volunteer basis.
3. That special effort be made to acquaint these students with the broader aims of the Association and to secure their participation in its various activities.
4. That attention be given to securing material for instruction specially adapted to the peculiar needs of these men.
5. That a training course for teachers in this department be conducted by the supervisor of instruction.
6. That improved methods of grading classes and securing regularity of attendance be employed.





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